

1  
2 BILL NO. R-78-02-<sup>35</sup>

3 RESOLUTION NO. R- 11-78

4 A RESOLUTION authorizing the  
5 filing of an application for  
6 fiscal year 1978 Community  
7 Development Block Grant Funds.

8 WHEREAS, the City of Fort Wayne has as a goal the  
9 provision of a decent and viable living environment for all  
10 of its citizens; and

11 WHEREAS, the City of Fort Wayne has consistently  
12 committed itself to the elimination of blight and deterioration  
13 which is present within the community and the prevention of  
14 its further spread; and

15 WHEREAS, under the provisions of the Housing and  
16 Community Development Act of 1977, the City of Fort Wayne is  
17 entitled to receive annual grants through the Community  
18 Development Block Grant program; and

19 WHEREAS, funding under this program must be used for  
20 the promotion of viable urban communities and the prevention  
21 or elimination of blight and deterioration, primarily for the  
22 benefit of low and moderate income people; and

23 WHEREAS, the City of Fort Wayne has developed a  
24 community development plan and program which is consistent with  
25 the City's overall strategy for preventing the further spread  
26 and elimination of blight and deterioration; and

27 WHEREAS, all necessary steps have been taken by the  
28 Mayor and the Department of Community Development and Planning  
29 staff to properly complete the attached entitlement application  
30 for fourth year Community Development Block Grant funding in  
31 conformance with that strategy and plan.

32 NOW, THEREFORE, BE IT RESOLVED BY THE COMMON COUNCIL  
33 OF THE CITY OF FORT WAYNE, INDIANA:

34 1. That the attached application for \$2,581,000  
35 in fourth year entitlement funds and the accompanying assurances  
be approved and forwarded to the U.S. Department of Housing

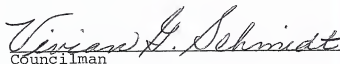
APPROVED AS TO FORM  
AND LEGALITY, \_\_\_\_\_

GIT. ATTORNEY

1  
2 and Urban Development under the signature of Mayor Robert E.  
3 Armstrong.

4           2. That Mayor Robert E. Armstrong, in his capacity as  
5 Chief Executive Officer for the City of Fort Wayne, be authorized  
6 to act on behalf of the City in completing contractual agree-  
7 ments pertaining to this grant and providing additional  
8 information and documentation pertinent thereto as required.

9           3. That the Common Council by its approval of this  
10 application hereby reaffirms its intent to reduce and eliminate  
11 urban blight within the City of Fort Wayne.

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14 Councilman  
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Read the first time in full and on motion by J. Schmidt, seconded by Stier, and duly adopted, read the second time by title and referred to the Committee on Annex (and the City Plan Commission for recommendation) and Public Hearing to be held after due legal notice, at the Council Chambers, City-County Building, Fort Wayne, Indiana, on \_\_\_\_\_, the \_\_\_\_\_ day of \_\_\_\_\_, 19\_\_\_\_, at \_\_\_\_\_ o'clock \_\_\_\_\_ M., E.S.T.

DATE: 2-14-78 Charles W. Welterman  
CITY CLERK

Read the third time in full and on motion by J. Schmidt, seconded by Stier, and duly adopted, placed on its passage.

PASSED (~~LOST~~) by the following vote:

	<u>AYES</u>	<u>NAYS</u>	<u>ABSTAINED</u>	<u>ABSENT</u>	<u>TO-WIT:</u>
TOTAL VOTES	<u>8</u>	<u>0</u>	_____	<u>1</u>	_____
BURNS	<u>X</u>	_____	_____	_____	_____
HINGA	_____	_____	_____	<u>X</u>	_____
HUNTER	<u>X</u>	_____	_____	_____	_____
MOSES	<u>X</u>	_____	_____	_____	_____
NUCKOLS	<u>X</u>	_____	_____	_____	_____
SCHMIDT, D.	<u>X</u>	_____	_____	_____	_____
SCHMIDT, V.	<u>X</u>	_____	_____	_____	_____
STIER	<u>X</u>	_____	_____	_____	_____
TALARICO	<u>X</u>	_____	_____	_____	_____

DATE: 2-28-78

Charles W. Welterman  
CITY CLERK

Passed and adopted by the Common Council of the City of Fort Wayne, Indiana, as (ZONING MAP) (GENERAL) (ANNEXATION) (SPECIAL) (APPROPRIATION) ORDINANCE (RESOLUTION) No. 3-11-78 on the 28th day of February, 1978.  
ATTEST: (SEAL)

Charles W. Welterman  
CITY CLERK

Samuel J. Talarico  
PRESIDING OFFICER

Presented by me to the Mayor of the City of Fort Wayne, Indiana, on the 1st day of March, 1978, at the hour of 8:45 o'clock A M., E.S.T.

Charles W. Welterman  
CITY CLERK

Approved and signed by me this 1st day of March, 1978, at the hour of 9:15 o'clock A M., E.S.T.

Robert Armstrong  
MAYOR

Bill No. R-78-02-05

REPORT OF THE COMMITTEE ON FINANCE

We, your Committee on Finance to whom was referred an Ordinance  
A Resolution authorizing the filing of an application for fiscal year  
1978 Community Development Block Grant Funds

have had said Ordinance under consideration and beg leave to report back to the Common  
Council that said Ordinance also PASS.

WILLIAM T. HINGA - CHAIRMAN

VIVIAN G. SCHMIDT - VICE CHAIRMAN

JOHN NUCKOLS

PAUL M. BURNS

FREDRICK R. HUNTER

*Vivian G. Schmidt*  
*John Nuckols*  
*Paul M. Burns*  
*Fredrick R. Hunter*

2-28-78 CONCURRING  
DATE

**COMMUNITY  
DEVELOPMENT  
BLOCK GRANT APPLICATION  
FEBRUARY, 1978**

**City Of Fort Wayne  
Department of Community  
Development and Planning**

FEDERAL ASSISTANCE		2. APPLICANT'S APPLICATION	3. STATE APPLICATION IDENTIFIER	4. NUMBER	5. NUMBER
1. TYPE OF ACTION <input type="checkbox"/> PREAPPLICATION <input checked="" type="checkbox"/> APPLICATION (Mark appropriate box) <input type="checkbox"/> NOTIFICATION OF INTENT (Opt.) <input type="checkbox"/> REPORT OF FEDERAL ACTION		b. DATE Year month day 19 78 3 1	b. DATE Year month day ASSIGNED 19		
4. LEGAL APPLICANT/RECIPIENT a. Applicant Name : City of Fort Wayne, Indiana b. Organization Unit : Dept. of Community Dev. & Planning c. Street/P.O. Box : City-County Bldg., Rm. 800, One Main St. d. City : Fort Wayne e. County : Allen f. State : Indiana g. ZIP Code : 46802 h. Contact Person (Name & telephone No.) : R. Steven Hill (219) 423-7708		5. FEDERAL EMPLOYER IDENTIFICATION NO. 35-600-1029		6. PRO. GRAM (From Federal Catalog) a. NUMBER 114-2118 b. TITLE Community Development Block Grant Program (entitlement)	
7. TITLE AND DESCRIPTION OF APPLICANT'S PROJECT Rehabilitate central city neighborhoods using capital improvements, housing improvements, environmental improvements and property acquisition. Provide spot housing improvements where critically needed outside target neighborhoods. Assist with revitalization improvements in the CBD. Begin comprehensive neighborhood planning activities Plan and administer program elements.		8. TYPE OF APPLICANT/RECIPIENT A-State B-Interstate C-Substate D-County E-City F-School District G-Special Purpose District H-Community Action Agency I-Higher Educational Institution J-Indian Tribe K-Other (Specify): Enter appropriate letter <input type="checkbox"/> E		9. TYPE OF ASSISTANCE A-Basic Grant B-Supplemental Grant C-Loan D-Insurance E-Other Enter appropriate letter(s) <input type="checkbox"/> A	
10. AREA OF PROJECT IMPACT (Names of cities, counties, States, etc.) City of Fort Wayne		11. ESTIMATED NUMBER OF PERSONS BENEFITING 28,000		12. TYPE OF APPLICATION A-New B-Renewal C-Revision D-Continuation E-Augmentation Enter appropriate letter <input type="checkbox"/> A	
13. PROPOSED FUNDING a. FEDERAL \$ 2,581,000.00 b. APPLICANT .00 c. STATE .00 d. LOCAL .00 e. OTHER .00 f. TOTAL \$ 2,581,000.00		14. CONGRESSIONAL DISTRICTS OF: a. APPLICANT Indiana 4th b. PROJECT Indiana 4th 16. PROJECT START DATE Year month day 19 78 3 1 17. PROJECT DURATION 18 Months 18. ESTIMATED DATE TO BE SUBMITTED TO FEDERAL AGENCY Year month day 19 78 4 14		15. TYPE OF CHANGE (For 15c or 15e) A-Increase Dollars B-Decrease Dollars C-Increase Duration D-Decrease Duration E-Cancellation Enter appropriate letter(s) <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	
20. FEDERAL AGENCY TO RECEIVE REQUEST (Name, City, State, ZIP code) Department of Housing & Urban Development, Indianapolis, Indiana 46204		19. EXISTING FEDERAL IDENTIFICATION NUMBER B-78-MC-18-0003		21. REMARKS ADDED <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No	
22. THE APPLICANT CERTIFIES THAT: a. To the best of my knowledge and belief, data in this preapplication/application are true and correct, the document has been duly authorized by the governing body of the applicant and the applicant will comply with the attached assurances if the assistance is approved. b. If required by OMB Circular A-95 this application was submitted, pursuant to instructions therein, to appropriate clearinghouses and all responses are attached: (1) State Planning Services Agency <input type="checkbox"/> (2) NE Indiana Regional Coordinating Council <input type="checkbox"/> (3) <input type="checkbox"/>		b. SIGNATURE Robert E. Armstrong Mayor		c. DATE SIGNED Year month day 19 78 3 1	
23. CERTIFYING REPRESENTATIVE 24. AGENCY NAME		25. ORGANIZATIONAL UNIT		26. APPLICANT'S ACTION RECEIVED 19	
25. ADDRESS		27. ADMINISTRATIVE OFFICE		28. FEDERAL APPLICATION IDENTIFICATION	
31. ACTION TAKEN <input type="checkbox"/> a. AWARDED <input type="checkbox"/> b. REJECTED <input type="checkbox"/> c. RETURNED FOR AMENDMENT <input type="checkbox"/> d. DEFERRED <input type="checkbox"/> e. WITHDRAWN		32. FUNDING a. FEDERAL \$ .00 b. APPLICANT .00 c. STATE .00 d. LOCAL .00 e. OTHER .00 f. TOTAL \$ .00		33. ACTION DATE Year month day 19 78 3 1 34. STARTING DATE 19	
35. CONTACT FOR ADDITIONAL INFORMATION (Name and telephone number)		36. ENDING DATE 19		37. REMARKS ADDED <input type="checkbox"/> Yes <input type="checkbox"/> No	
39. FEDERAL AGENCY A-95 ACTION		a. In taking above action, any comments received from clearinghouses were considered. If agency response is due under provisions of Part 1, OMB Circular A-95, it has been or is being made.		b. FEDERAL AGENCY A-95 OFFICIAL (Name and telephone no.)	

**COMMUNITY DEVELOPMENT PLAN SUMMARY  
(STATEMENT OF NEEDS)**

1. NAME OF APPLICANT  City of Fort Wayne	2. APPLICATION NUMBER B-78-MC-18-0003	3. <input checked="" type="checkbox"/> ORIGINAL <input type="checkbox"/> AMENDMENT
	4. PROGRAM YEAR (Entitlement Applicants Only)  FROM: July 1, 1978 TO: June 30, 1979	

A-1

THE NEED TO PROVIDE AND PRESERVE VIABLE NEIGHBORHOODS WITH SUITABLE LIVING CONDITIONS IN ALL AREAS OF THE CITY.

Some older neighborhoods in Fort Wayne have a long established need to correct problems of deterioration, lack of adequate facilities, and lack of physical or social cohesion. Other basically sound neighborhoods need to be preserved so that they do not accumulate these problems. Still other limited areas may have declined to the point that new uses and a new physical environment is needed.

Community Development Plan, 1978  
Framework for Development, 1975  
Data Source: Community Renewal Program, 1974

A-2

THE NEED TO ENCOURAGE A BETTER ECONOMIC MIX OF RESIDENTS, WHEREVER POSSIBLE, THROUGHOUT THE CITY.

Efforts are needed to attract middle income residents back into many central city neighborhoods. Concurrently, there must be a minimization of displacement of lower income households who wish to remain in such neighborhoods along with increased housing opportunities elsewhere for those who desire that alternative.

Community Development Plan, 1978  
Framework for Development, 1975  
Data Source:

A-3

THE NEED TO PROVIDE AND MAINTAIN AN ADEQUATE SUPPLY OF DECENT, SAFE AND SANITARY HOUSING FOR PRESENT AND FUTURE RESIDENTS OF THE CITY.

While the City has a surplus of total housing units, the current supply of housing in standard condition falls short of actual needs by an estimated 7,417 units. Lower income needs for both decent housing and housing assistance are even greater. Action is needed in order to improve housing quality, increase the standard housing supply and promote a healthier housing market.

Community Development Plan, 1978  
Housing Assistance Plan, 1978  
Housing Condition Survey, 1976  
Data Source: Housing Values Study, 1975

**COMMUNITY DEVELOPMENT PLAN SUMMARY**  
(STATEMENT OF NEEDS)

1. NAME OF APPLICANT  City of Fort Wayne	2. APPLICATION NUMBER B-78-MC-18-0003	3. <input checked="" type="checkbox"/> ORIGINAL <input type="checkbox"/> AMENDMENT 4. PROGRAM YEAR (Entitlement Applicants Only)  FROM: July 1, 1978 TO: June 30, 1979
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A- 4

**THE NEED TO PRESERVE AREAS AND STRUCTURES OF HISTORIC SIGNIFICANCE.**

An increased interest in establishing concentrated areas of historic preservation and restoration has emerged in recent years. Deterioration of certain areas as well as development in others demands public support and coordination of private investment efforts.

Data Source: Community Development Plan, 1978

A- 5

**THE NEED TO PROVIDE OR IMPROVE A FULL RANGE OF NECESSARY PUBLIC IMPROVEMENTS, PARTICULARLY IN AREAS WITH CONCENTRATIONS OF DISADVANTAGED CITIZENS.**

Many older neighborhoods and some non-residential areas require new or improved public facilities in which to carry out community functions. Infrastructure improvements to streets, sidewalks, utilities and lighting are also needed in various areas. Certain social services are needed at times to aid disadvantaged neighborhood residents. Finally, public coordination of development patterns is needed to restore physical cohesiveness.

Community Development Plan, 1978

Data Source: Community Renewal Program, 1974

A- 6

**THE NEED TO STIMULATE ECONOMIC DEVELOPMENT AND REVITALIZATION, PARTICULARLY IN THE CENTRAL CITY.**

Abandonment and disinvestment in the City's central city businesses and industries (particularly those in the downtown area and in neighborhood commercial districts) needs to be reversed. Economic opportunities need to be increased for lower income households. Relief from the rising cost of living is also needed for such people.

Community Development Plan, 1978

Fort Wayne Downtown Revitalization Plan, 1977

Overall Economic Development Program, 1977

Data Source: Framework for Development, 1975



COMMUNITY DEVELOPMENT PLAN SUMMARY  
(LONG-TERM OBJECTIVES)

1. NAME OF APPLICANT

City of Fort Wayne

2. APPLICATION NUMBER

B-78-MC-18-0003

3.



ORIGINAL



AMENDMENT

4. PROGRAM YEAR (Entitlement Applicants Only)

FROM: July 1, 1978 TO: June 30, 1979

B-1

STABILIZE AND REVITALIZE DETERIORATING NEIGHBORHOODS IN THE CENTRAL CITY.

Supports Need(s) No:

A-1, A-2, A-3, A-4, A-5, A-6

B-2

PRESERVE BASICALLY STABLE NEIGHBORHOODS ADJACENT TO THE CENTRAL CITY CORE.

Supports Need(s) No:

A-1, A-2, A-3, A-4, A-5

B-3

ACHIEVE A MORE UNIFORM SOCIAL AND ECONOMIC MIX OF POPULATION THROUGHOUT THE CITY.

Supports Need(s) No:

A-1, A-2, A-3, A-6

COMMUNITY DEVELOPMENT PLAN SUMMARY  
(LONG-TERM OBJECTIVES)

1. NAME OF APPLICANT City of Fort Wayne	2. APPLICATION NUMBER B-78-MC-18-0003	3. <input checked="" type="checkbox"/> ORIGINAL <input type="checkbox"/> AMENDMENT
4. PROGRAM YEAR (Entitlement Applicants Only) FROM: July 1, 1978 TO: June 30, 1979		

B-4

IMPROVE HOUSING QUALITY THROUGH DEMOLITION OF DILAPIDATED STRUCTURES AND REHABILITATION OF DETERIORATING STRUCTURES.

Supports Need(s) No: A-1, A-3, A-4

B-5

ADD GOOD QUALITY NEW HOUSING TO THE CITY'S SUPPLY WITH SPECIFIC ATTENTION TO CONSTRUCTION FOR LOW AND MODERATE INCOME HOUSEHOLDS.

Supports Need(s) No: A-1, A-2, A-3

B-6

STABILIZE AND IMPROVE HOUSING MARKET CONDITIONS THROUGH INCREASED HOUSING VALUE, INCREASED HOMEOWNERSHIP, ASSISTANCE IN FINANCING AND BETTER FAIR HOUSING PRACTICES.

Supports Need(s) No: A-1, A-2, A-3, A-4

COMMUNITY DEVELOPMENT PLAN SUMMARY  
(LONG-TERM OBJECTIVES)

1. NAME OF APPLICANT

City of Fort Wayne

2. APPLICATION NUMBER

B-78-MC-18-0003

3. ☒ ORIGINAL  
☐ AMENDMENT

4. PROGRAM YEAR (Entitlement Applicants Only)

FROM: July 1, 1978 TO: June 30, 1979

B-7

MAINTAIN, IMPROVE AND EXPAND NECESSARY COMMUNITY FACILITIES.

Supports Need(s) No: A-1, A-3, A-5, A-6

B-8

REPAIR, RECONSTRUCT, OR INSTALL PUBLIC IMPROVEMENTS SUCH AS STREETS, CURBS, SIDEWALKS, ALLEYS AND STREET LIGHTING.

Supports Need(s) No: A-1, A-3, A-5, A-6

B-9

ASSIST IN IMPROVING THE CONFIDENCE AND WELFARE OF RESIDENTS IN IMPROVEMENT OR PRESERVATION AREAS.

Supports Need(s) No: A-1, A-3, A-5, A-6

COMMUNITY DEVELOPMENT PLAN SUMMARY  
(LONG-TERM OBJECTIVES)

1. NAME OF APPLICANT

City of Fort Wayne

2. APPLICATION NUMBER

B-78-MC-18-0003

3.



ORIGINAL



AMENDMENT

4. PROGRAM YEAR (Entitlement Applicants Only)

FROM: July 1, 1978 TO: June 30, 1979

B-10

ESTABLISH AND MAINTAIN SOUND LAND USE PATTERNS IN NEIGHBORHOODS AND COMMERCIAL AREAS: ELIMINATING, WHEREVER POSSIBLE, CONFLICTS BETWEEN DIFFERENT USES.

Supports Need(s) No: A-1, A-2, A-3, A-4, A-5, A-6

B-11

INCREASE THE LEVEL OF PRIVATE INVESTMENT IN THE CENTRAL CITY.

Supports Need(s) No: A-1, A-2, A-3, A-4, A-6

B-12

REVITALIZE FORT WAYNE'S CENTRAL BUSINESS DISTRICT AND SEVERAL SMALLER NEIGHBORHOOD COMMERCIAL DISTRICTS.

Supports Need(s) No: A-1, A-2, A-3, A-4, A-5, A-6

COMMUNITY DEVELOPMENT PLAN SUMMARY  
(LONG-TERM OBJECTIVES)

1. NAME OF APPLICANT

City of Fort Wayne

2. APPLICATION NUMBER

B-78-MC-18-0003

3.

☒ ORIGINAL  
☐ AMENDMENT

4. PROGRAM YEAR (Entitlement Applicants Only)

FROM: July 1, 1978 TO: June 30, 1979

B-13

EXPAND ECONOMIC OPPORTUNITIES AND MINIMIZE ECONOMIC HARDSHIPS FOR LOWER INCOME RESIDENTS.

Supports Need(s) No: A-1, A-2, A-3, A-6

B-14

REHABILITATE, MAINTAIN AND UTILIZE THE CITY'S HISTORICALLY SIGNIFICANT STRUCTURES.

Supports Need(s) No: A-1, A-3, A-4, A-5

B-15

ACHIEVE A GREATER BALANCE IN THE GROWTH OF THE CITY.

Supports Need(s) No: A-1, A-2, A-3, A-6

**COMMUNITY DEVELOPMENT PLAN SUMMARY  
(SHORT-TERM OBJECTIVES)**

1. NAME OF APPLICANT

City of Fort Wayne

2. APPLICATION NUMBER

B-78-MC-18-0003

3. ☒ ORIGINAL  
☐ AMENDMENT

4. PROGRAM YEAR (Entitlement Applicants Only)

FROM: July 1, 1978 TO: June 30, 1979

C- 1

MAKE SUBSTANTIAL PROGRESS ON EXTENSIVE REHABILITATION EFFORTS UNDERWAY IN EAST-CENTRAL, HANNA-CREIGHTON AND LAREZ.

Eliminate blight through demolition of dilapidated structures, general environmental improvements and development of sound land use policies. Directly improve the housing stock through code enforcement, rehabilitation financial assistance, housing maintenance assistance and construction of new housing. Improve housing market conditions through increasing homeownership, housing counseling, relocation assistance and lease subsidies. Make concentrated improvements to public facilities, thereby improving physical amenities, safety and encouraging further housing improvements. Revise or complete neighborhood plans, establishing a guide for measuring progress and projecting completion of activities.

Supports Need(s) No: A-1, A-2, A-3, A-5, A-6

C- 2

SUBSTANTIALLY COMPLETE REHABILITATION EFFORTS IN WEST CENTRAL, NEBRASKA AND NORTH-WEST CENTRAL, BUILDING ON THE STRONG RESOURCES ALREADY PRESENT THERE.

Continue to expand concentrated rehabilitation efforts, using as a base the areas within the neighborhoods which have already been revitalized. Rehabilitate housing, eliminate physical and environmental blight, provide housing maintenance assistance and needed public improvements. Expand housing opportunities and homeownership, and encourage revitalization of neighborhood commercial districts as needed. Revise or complete plans to specify further improvements and preservation activities.

Supports Need(s) No: A-1, A-2, A-3, A-4, A-5, A-6

C- 3

SUBSTANTIALLY COMPLETE REHABILITATION EFFORTS AND STEM ECONOMIC AND RACIAL TRANSITION IN OXFORD.

Stabilize the housing market by continuing comprehensive physical development activities to rehabilitate housing, to provide needed amenities, and to build an environment that encourages people to remain in the neighborhood. Provide housing rehabilitation resources for those who have moved into the neighborhood so that transition does not result in deterioration. Prepare a neighborhood plan that addresses physical needs and strategies for stabilizing the housing market.

Supports Need(s) No: A-1, A-2, A-3, A-5, A-6

COMMUNITY DEVELOPMENT PLAN SUMMARY  
(SHORT-TERM OBJECTIVES)

1. NAME OF APPLICANT

City of Fort Wayne

2. APPLICATION NUMBER

B-78-MC-18-0003

3. ☒

ORIGINAL

☐

AMENDMENT

4. PROGRAM YEAR (Entitlement Applicants Only)

FROM: July 1, 1978 TO: June 30, 1979

C- 4

SLOW DETERIORATION IN CENTRAL CITY NEIGHBORHOODS OUTSIDE THE PRESENT TARGET AREAS AND DEVELOP POLICIES FOR FUTURE TREATMENT.

Begin spot housing rehabilitation efforts through the use of rehabilitation financing, case-by-case code enforcement and environmental action. Complete neighborhood plans which propose comprehensive strategies for revitalization at such time that resources are available.

Supports Need(s) No: A-1, A-2, A-3, A-4, A-5, A-6

C- 5

STOP THE SPREAD OF PHYSICAL DETERIORATION IN STABLE NEIGHBORHOODS OUTSIDE THE CENTRAL CITY.

Use rehabilitation financing and code enforcement on a spot basis to improve deteriorated housing. Carry out a City-wide neighborhood analysis to identify areas for future neighborhood planning and improvement activities.

Supports Need(s) No: A-1, A-2, A-3, A-4

C- 6

ASSIST IN IMPLEMENTATION OF THE DOWNTOWN REVITALIZATION PLAN.

Use Community Development resources to assist in financing of improvements, such as the semi-mall on Wayne and Calhoun Streets or possibly other components of the plan. Encourage the use of other resources and leveraging schemes to make public improvements and stimulate private development. Create over 600 new employment opportunities and enhance the tax base, shopping and entertainment opportunities adjacent to low and moderate income target neighborhoods.

Supports Need(s) No: A-2, A-3, A-4, A-5, A-6

**COMMUNITY DEVELOPMENT PLAN SUMMARY**  
**(SHORT-TERM OBJECTIVES)**

**1. NAME OF APPLICANT**

City of Fort Wayne

**2. APPLICATION NUMBER**

B-78-MC-18-0003

**3. ☒ ORIGINAL**

☐ AMENDMENT

**4. PROGRAM YEAR (Entitlement Applicants Only)**

**FROM:** July 1, 1978 **TO:** June 30, 1979

**C- 7**

USE CONCENTRATED HOUSING CODE INSPECTION AND ENFORCEMENT TO PRESERVE STANDARD HOUSING, ENCOURAGE REHABILITATION EFFORTS AND ENABLE NECESSARY DEMOLITIONS TO TAKE PLACE.

Coordinate code inspection and enforcement with capital improvements in neighborhood impact areas to create a core of revitalization which can spread to other areas.

**Supports Need(s) No:** A-1, A-2, A-3, A-4, A-6

**C- 8**

ASSIST LOWER INCOME HOMEOWNERS IN MAINTENANCE ACTIVITIES.

In addition to rehabilitation financing, use CETA crews to paint house exteriors, winterize and perform basic repairs for the elderly and handicapped.

**Supports Need(s) No:** A-1, A-3, A-6

**C- 9**

ACHIEVE A PUBLICLY ASSISTED HOUSING REHABILITATION RATE OF OVER 200 UNITS PER YEAR.

Provide rehabilitation financing with CDBG and Section 312 funds through a variety of programs operated by Neighborhood Care, Inc. CDBG funds should eventually be expanded to serve more homeowners by creating a loan subsidy and leveraging program through local lenders. Continue other rehabilitation efforts through home-steading and direct rehabilitation activities.

**Supports Need(s) No:** A-1, A-3, A-4, A-6



**COMMUNITY DEVELOPMENT PLAN SUMMARY**  
**(SHORT-TERM OBJECTIVES)**

1. NAME OF APPLICANT  City of Fort Wayne	2. APPLICATION NUMBER B-78-MC-18-0003	3. <input checked="" type="checkbox"/> ORIGINAL <input type="checkbox"/> AMENDMENT
4. PROGRAM YEAR (Entitlement Applicants Only)  FROM: July 1, 1978 TO: June 30, 1979		

**C- 10**

CONTINUE AND IMPROVE EFFORTS TO STRENGTHEN THE HOUSING ECONOMY AND MARKET.

Coordinate housing code enforcement, demolition, rehabilitation, homesteading, environmental improvements, commercial revitalization, housing maintenance projects and neighborhood capital improvements to build a physical environment conducive to investment in housing. Provide more housing opportunities through rehabilitation, homesteading, direct rehabilitation and new housing. Develop new programs and improve existing ones by conducting housing and comprehensive neighborhood planning.

**Supports Need(s) No:** A-1, A-2, A-3, A-4, A-6

**C- 11**

ENCOURAGE NEW CONSTRUCTION OF LOWER INCOME HOUSING AND OTHERWISE ASSIST IN PROVIDING IMPROVED HOUSING OPPORTUNITIES.

Provide incentives for developers to build new housing for low-moderate income households. Actively work with developers in formulating subsidized housing proposals in conformance with the priorities set in the Housing Assistance Plan. Use other programs, such as relocation assistance and fair housing assistance to otherwise increase housing opportunities.

**Supports Need(s) No:** A-1, A-2, A-3

**C- 12**

IMPROVE AND ADD TO EXISTING PUBLIC FACILITIES AND CAPITAL IMPROVEMENTS IN TARGET NEIGHBORHOODS.

Use comprehensive neighborhood plans to determine neighborhood public facility needs, identify and select impact areas.

**Supports Need(s) No:** A-1, A-5, A-6

**COMMUNITY DEVELOPMENT PLAN SUMMARY**  
**(SHORT-TERM OBJECTIVES)**

1. NAME OF APPLICANT

City of Fort Wayne

2. APPLICATION NUMBER

B-78-MC-18-0003

3. ☒ ORIGINAL  
☐ AMENDMENT

4. PROGRAM YEAR (Entitlement Applicants Only)

FROM: July 1, 1978 TO: June 30, 1979

C-13

ASSIST IN THE IMPROVEMENT OF IMPORTANT PUBLIC SERVICES IN TARGET NEIGHBORHOODS.

Make housing counseling available to support rehabilitation and assist people in obtaining and maintaining decent housing. This includes mortgage default and delinquency counseling, home maintenance programs, relocation and assistance in participating in Neighborhood Care rehabilitation programs. Assist in funding of other social services which are needed to help assure success of physical improvements.

Supports Need(s) No: A-1, A-3, A-5

C-14

REMOVE ENVIRONMENTAL BLIGHT WHICH CONTRIBUTES TO NEIGHBORHOOD DETERIORATION.

Organize, coordinate and otherwise support crews to directly improve problems of environmental blight. Provide physical resources to support self-help projects to eliminate blight. Engage in active enforcement of the general sanitation ordinance through the City-County Board of Health.

Supports Need(s) No: A-1, A-5

C-15

BEGIN A NEIGHBORHOOD COMMERCIAL REVITALIZATION EFFORT.

Establish a Local Development Corporation that can assist neighborhood enterprises by packaging and marketing several forms of financing and providing management assistance. Support these efforts with capital improvements.

Supports Need(s) No: A-1, A-6

**COMMUNITY DEVELOPMENT PLAN SUMMARY**  
**(SHORT-TERM OBJECTIVES)**

1. NAME OF APPLICANT

City of Fort Wayne

2. APPLICATION NUMBER

B-78-MC-18-0003

3. ☒ ORIGINAL  
☐ AMENDMENT

4. PROGRAM YEAR (Entitlement Applicants Only)

FROM: July 1, 1978 TO: June 30, 1979

C-16

ASSIST IN INCREASING ECONOMIC OPPORTUNITIES AND REDUCING ECONOMIC STRESS AMONG LOWER INCOME HOUSEHOLDS.

Increase employment and provide training by hiring CETA enrollees for the exterior house painting, winterization, home repair, pre-apprenticeship training, direct rehabilitation and environmental action programs.

Supports Need(s) No: A-1, A-5, A-6

C-17

ASSIST IN STRENGTHENING PARTICIPATION IN NEIGHBORHOOD ORGANIZATIONS SO THAT NEIGHBORHOOD IMPROVEMENTS CAN BE MORE EFFECTIVELY PLANNED AND IMPLEMENTED.

Work with revitalization area neighborhood associations to prepare comprehensive plans and to implement elements of the Community Development Program. Provide associations with technical assistance so that they can effectively communicate and work with their fellow residents.

Supports Need(s) No: A-1, A-2, A-3, A-4, A-5, A-6

C-18

DEVISE A SET OF COMPREHENSIVE POLICIES FOR MORE BALANCED GROWTH THROUGHOUT THE CITY.

Complete comprehensive neighborhood plans for existing target neighborhoods to coordinate Community Development projects and develop policies for revitalization. Select neighborhoods beginning to decline and formulate policies and programs for their preservation. Finally, prepare a comprehensive plan for the City and include policies and implementation tools that will support central City revitalization and balanced growth for the entire City.

Supports Need(s) No: A-1, A-2, A-3, A-4, A-5, A-6

DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT COMMUNITY DEVELOPMENT PROGRAM				1. NAME OF APPLICANT  City of Fort Wayne		2. APPLICATION NO. B-78-MC-18-0003		3. <input checked="" type="checkbox"/> ORIGINAL <input type="checkbox"/> AMENDMENT	
				ENTITLEMENT APPLICANTS ONLY 4. PROGRAM YEAR: FROM: 7/1/78 TO: 6/30/79					
ACTIVITY DESCRIPTION	RELATED SHORT- TERM OBJECTIVE	CENSUS TRACT/ ENUMER- ATION DISTRICT	ENVIRONMENTAL REVIEW STATUS	RELATED BUDGET LINE ITEM	ESTIMATED COST (\$000)				
					BLOCK GRANT FUNDS		OTHER FUNDS		
					PROGRAM YEAR	SUBSEQUENT YEAR	TOTAL	AMOUNT	SOURCE
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)
CAPITAL IMPROVEMENTS									
1) <u>Neighborhood Capital Improvements</u>  Perform concentrated capital improvement projects (sidewalks, curbs, street lights, parks and alley reconstruction, etc.) within each target neighborhood.	C-1, C-2, C-3, C-12	*	Assessment	2	678.881		678.881		
2) <u>Broadway Capital Improvements</u> Construct and landscape a parking lot on the West Central NDP site to serve the new neighborhood center and the adjacent commercial district.	C-2, C-12	11	Assessment	2	28		28		
HOUSING IMPROVEMENTS									
3) <u>Code Inspection and Enforcement</u>  Conduct systematic housing inspection of dwelling units for deficiencies and facilitate subsequent improvements.	C-1, C-2, C-3, C-7, C-10	*	Assessment	3	5.025		5.025		
GRAND TOTAL					\$	\$	\$	\$	

DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT COMMUNITY DEVELOPMENT PROGRAM				1. NAME OF APPLICANT  City of Fort Wayne		2. APPLICATION NO. B-78-MC-18-0003		3. <input checked="" type="checkbox"/> ORIGINAL <input type="checkbox"/> AMENDMENT	
				4. PROGRAM YEAR: FROM: 7/1/78 TO: 6/30/79					
ACTIVITY DESCRIPTION	RELATED SHORT- TERM OBJECTIVE	CENSUS TRACT/ ENUMERATION DISTRICT	ENVIRONMENTAL REVIEW STATUS	RELATED BUDGET LINE ITEM	ESTIMATED COST (\$000)				
					BLOCK GRANT FUNDS			OTHER FUNDS	
					PROGRAM YEAR	SUBSEQUENT YEAR	TOTAL	AMOUNT	SOURCE
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)
4) <u>Housing Rehabilitation Financing</u>  Provide low interest rehabilitation loans and/or grants to target neighborhood property owners with code deficient housing units.  Provide financing for emergency housing repairs both within and outside target neighborhoods.	C-1, C-2, C-3, C-10	*	Assessment	5	718.5		718.5	300	312 loan Prog. Income
5) <u>Direct Rehabilitation</u>  Rehabilitate housing units acquired by Neighborhood Care in target neighborhoods for its CETA Carpentry Pre-apprenticeship Program.	C-1, C-2, C-3, C-16	City-wide	Assessment	4	15		15	200	CETA
6) <u>Paint Program</u>  Purchase exterior paint for target area houses of low or fixed income households and use CETA funded labor to do the work.	C-1, C-2, C-3, C-8, C-16	*	Assessment	5	17		17	108	CETA
GRAND TOTAL					\$	\$	\$	\$	

DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT COMMUNITY DEVELOPMENT PROGRAM				1. NAME OF APPLICANT  City of Fort Wayne		2. APPLICATION NO. B-78-MC-18-0003		3. <input checked="" type="checkbox"/> ORIGINAL <input type="checkbox"/> AMENDMENT	
				4. PROGRAM YEAR: FROM: 7/1/78 TO: 6/30/79					
ACTIVITY DESCRIPTION	RELATED SHORT- TERM OBJECTIVE	CENSUS TRACT/ ENUMER- ATION DISTRICT	ENVIRONMENTAL REVIEW STATUS	RELATED BUDGET LINE ITEM	ESTIMATED COST (\$000)				
					BLOCK GRANT FUNDS			OTHER FUNDS	
					PROGRAM YEAR	SUBSEQUENT YEAR	TOTAL	AMOUNT	SOURCE
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)
7) <u>Demolition</u>  Remove structurally unsafe build- ings that cannot be rehabilitated and are located in target neigh- borhoods.	C-1, C-2, C-3, C-10	*	Assessment	4	43.5		43.5		
8) <u>Relocation</u>  Relocate target neighborhood families displaced by code enforcement or acquisition for other program activities.	C-10	*	Assessment	12	78		78		
9) <u>PROPERTY ACQUISITION</u>  Acquire properties for the implementation of program activities.	C-11	City- wide	Assessment	1	58.5		58.5		
10) <u>ENVIRONMENTAL SERVICES</u>  Assist in funding environmental improvements (cleaning of vacant lots, alleys, etc.) in order to arrest blight in target neighbor- hoods.	C-1, C-2, C-3, C-14, C-16	*	Assessment	2	31.2		31.2	108	CETA
GRAND TOTAL					\$	\$	\$	\$	

DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT COMMUNITY DEVELOPMENT PROGRAM				1. NAME OF APPLICANT  City of Fort Wayne		2. APPLICATION NO. B-78-MC-18-0003		3. <input checked="" type="checkbox"/> ORIGINAL <input type="checkbox"/> AMENDMENT	
				ENTITLEMENT APPLICANTS ONLY 4. PROGRAM YEAR: FROM: 7/1/78 TO: 6/30/79					
ACTIVITY DESCRIPTION	RELATED SHORT- TERM OBJECTIVE	CENSUS TRACT/ ENUMER- ATION DISTRICT	ENVIRONMENTAL REVIEW STATUS	RELATED BUDGET LINE ITEM	ESTIMATED COST (\$000)				
					BLOCK GRANT FUNDS			OTHER FUNDS	
					PROGRAM YEAR	SUBSEQUENT YEAR	TOTAL	AMOUNT	SOURCE
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)
11) DOWNTOWN IMPROVEMENTS  Assist in funding for construction of a downtown semi-mall along Wayne and Calhoun Streets.	C-6	12,13	Assessment	2	200		200	790	EDA Revenue Sharing Local funds UDAG
12) NEIGHBORHOOD & COMMUNITY DEVELOPMENT PLANNING  Develop neighborhood plans for eight central city neighborhoods. Prepare a city-wide neighborhood analysis. Continue development of community development and housing strategies.  PROGRAM IMPLEMENTATION	C-1, C-2, C-3, C-4, C-5, C-15 C-18	City-wide	Exempt	14	96.421		96.421	45	City
13) <u>Administration</u>  Administrative support (salaries and overhead) necessary for implementing program activities.	C-1 thru C-18	City-wide	Exempt	13	499.152		499.152	27.653	Counseling Grant Local funds
14) <u>Fair Housing Monitoring</u>  Development and implementation of a Fair Housing Program for the City.	C-11	City-wide	Exempt	13	18.2		18.2	30	CETA
GRAND TOTAL					\$	\$	\$	\$	

DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT COMMUNITY DEVELOPMENT PROGRAM				1. NAME OF APPLICANT  City of Fort Wayne		2. APPLICATION NO. B-78-MC-18-0003		3. <input checked="" type="checkbox"/> ORIGINAL <input type="checkbox"/> AMENDMENT	
				ENTITLEMENT APPLICANTS ONLY 4. PROGRAM YEAR: FROM: 7/1/78 TO: 6/30/79					
ACTIVITY DESCRIPTION	RELATED SHORT- TERM OBJECTIVE	CENSUS TRACT/ ENUMER- ATION DISTRICT	ENVIRONMENTAL REVIEW STATUS	RELATED BUDGET LINE ITEM	ESTIMATED COST (\$000)				
					BLOCK GRANT FUNDS			OTHER FUNDS	
					PROGRAM YEAR	SUBSEQUENT YEAR	TOTAL	AMOUNT	SOURCE
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)
15) CONTINGENCIES              *All activities will be conducted in Community Development target neighborhoods within the following census tracts: 6, 7, 9, 10, 11, 12, 13, 14, 16, 21, 27, 28 and 30.	C-1 thru C-18	City- wide	Assessment	17	93.621		93.621		
GRAND TOTAL					\$ 2581	\$	\$ 2581	\$ 1609	



U.S. DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT COMMUNITY DEVELOPMENT BUDGET		A. <input checked="" type="checkbox"/> ORIGINAL <input type="checkbox"/> AMENDMENT	B. APPLICATION NO. B-78-MC-18-0003
C. NAME OF APPLICANT City of Fort Wayne, Indiana		D. PROGRAM YEAR FROM: 7/1/78      TO: 6/30/79	

LINE NO.	E. PROGRAM ACTIVITY	AMOUNT	FOR HUD USE ONLY
1.	ACQUISITION OF REAL PROPERTY	58,500	
2.	PUBLIC WORKS, FACILITIES, SITE IMPROVEMENTS	938,081	
3.	CODE ENFORCEMENT	5,025	
4.	CLEARANCE, DEMOLITION, REHABILITATION	58,500	
5.	REHABILITATION LOANS AND GRANTS	735,500	
6.	SPECIAL PROJECTS FOR ELDERLY AND HANDICAPPED		
7.	PAYMENTS FOR LOSS OF RENTAL INCOME		
8.	DISPOSITION OF REAL PROPERTY		
9.	PROVISION OF PUBLIC SERVICES		
10.	PAYMENT OF NON-FEDERAL SHARES		
11.	COMPLETION OF URBAN RENEWAL/NDP PROJECTS		
12.	RELOCATION PAYMENTS AND ASSISTANCE	78,000	
13.	PLANNING AND MANAGEMENT DEVELOPMENT	96,421	
14.	ADMINISTRATION	517,352	
15.	CONTINUATION OF MODEL CITIES ACTIVITIES		
16.	SUBTOTAL (Sum of Lines 1 thru 15)	2,487,379	
17.	CONTINGENCIES AND/OR UNSPECIFIED LOCAL OPTION ACTIVITIES (Not to exceed 10% of line 16)	93,621	
18.	TOTAL PROGRAM ACTIVITY COSTS (Sum of Lines 16 and 17)	2,581,000	

LINE NO.	F. RESOURCES FOR PROGRAM ACTIVITY COSTS		
1.	ENTITLEMENT OR DISCRETIONARY AMOUNT	2,581,000	
2.	LESS DEDUCTIONS		
3.	ENTITLEMENT/DISCRETIONARY AMOUNT FOR PROGRAM ACTIVITIES (Line 1 minus 2)	2,581,000	
4.	PROGRAM INCOME (Projected)	100,000	
5.	SURPLUS FROM URBAN RENEWAL/NDP SETTLEMENT		
6.	LOAN PROCEEDS		
7.	REPROGRAMMED UNOBLIGATED FUNDS FROM PRIOR PROGRAM YEAR		
8.	TOTAL RESOURCES FOR PROGRAM ACTIVITY COSTS (Sum of Lines 3-7)	2,681,000	

<sup>1</sup> ☐ Check box if costs include indirect costs which require approval of a cost allocation plan as required by Federal Management Circular 74-4.

U.S. DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT  
HOUSING ASSISTANCE PLAN  
**TABLE III. GOALS FOR LOWER INCOME HOUSING ASSISTANCE**  
**CURRENT YEAR GOAL**

1. NAME OF APPLICANT  City of Fort Wayne		3. <input checked="" type="checkbox"/> ORIGINAL  <input type="checkbox"/> AMENDMENT, DATE:			
2. APPLICATION/GRANT NUMBER  B - - - - -		4. PROGRAM YEAR  FROM: 7/1/78 TO: 6/30/79			
TYPES AND SOURCES OF ASSISTANCE		NUMBER OF HOUSEHOLDS TO BE ASSISTED			
		ALL HOUSEHOLDS	ELDERLY OR HANDICAPPED (1-2 persons)	FAMILY (4 or less persons)	LARGE FAMILY (5 or more persons)
(a)		(b)	(c)	(d)	(e)
A. NEW RENTAL UNITS					
1	1. Section 8-HUD	410	210	108	92
2	2. State Agency-Total (Sum of lines a and b)				
3	a. Section 8				
4	b. Other				
5	3. Other Assisted New Rental Housing (Identify) - Total				
6	a. 202 or 231D(4)	25	25		
7	b.				
8	4. Total (Sum of lines 1, 2, and 3)	435	235	108	92
B. REHABILITATION OF RENTAL UNITS					
9	1. Section 8-HUD	150	50	100	
10	2. State Agency-Total (Sum of lines a and b)				
11	a. Section 8				
12	b. Other				
13	3. Other Assisted Rehabilitation of Rental Housing (Identify) - Total				
14	a. Substantial Rehabilitation PHA scatter sites	12			12
15	b.				
16	4. Total (Sum of lines 1, 2, and 3)	162	50	100	12
C. EXISTING RENTAL UNITS					
17	1. Section 8-HUD	218	22	140	56
18	2. State Agency-Total (Sum of lines a and b)				
19	a. Section 8				
20	b. Other				
21	3. Other Assisted Existing Rental Housing (Identify) - Total				
22	a.				
23	b.				
24	4. Total (Sum of lines 1, 2, and 3)	218	22	140	56
D. REHABILITATION ASSISTANCE TO HOMEOWNERS OR PROSPECTIVE HOMEOWNERS					
25	1. CD Block Grants	110	15	56	39
26	2. Section 235				
27	3. Other Rehabilitation Assistance to Homeowners or Prospective Homeowners (Identify) - Total				
28	a. 312	25		18	7
29	b. CDBG Homesteading	35		25	10
30	4. Total (Sum of lines 1, 2, and 3)	170	15	99	56
E. NEW CONSTRUCTION ASSISTANCE TO HOMEOWNERS OR PROSPECTIVE HOMEOWNERS					
31	1. Section 235				
32	2. Other (Identify) - Total				
33	a.				
34	b.				
35	3. Total (Sum of lines 1 and 2)				
36	F. ALL HOUSING ASSISTANCE GOALS (Sum of lines A1, B1, C1, D4, and E3)	985	322	447	216

U.S. DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT  
HOUSING ASSISTANCE PLAN  
**TABLE III. GOALS FOR LOWER INCOME HOUSING ASSISTANCE**  
**THREE YEAR GOAL**

<b>1. NAME OF APPLICANT</b>  City of Fort Wayne		<b>3. <input checked="" type="checkbox"/> ORIGINAL</b>  <input type="checkbox"/> AMENDMENT, DATE:			
<b>2. APPLICATION/GRANT NUMBER</b> <div style="border: 1px solid black; padding: 2px; display: flex; gap: 5px;"> <span style="border: 1px solid black; padding: 0 5px;">B</span> <span style="border: 1px solid black; padding: 0 5px;">-</span> <span style="border: 1px solid black; padding: 0 5px;"></span> <span style="border: 1px solid black; padding: 0 5px;">-</span> <span style="border: 1px solid black; padding: 0 5px;"></span> <span style="border: 1px solid black; padding: 0 5px;">-</span> <span style="border: 1px solid black; padding: 0 5px;"></span> <span style="border: 1px solid black; padding: 0 5px;">-</span> <span style="border: 1px solid black; padding: 0 5px;"></span> <span style="border: 1px solid black; padding: 0 5px;"></span> </div>		<b>4. PROGRAM YEAR</b>  FROM: 7/1/78 TO: 6/30/79			

TYPES AND SOURCES OF ASSISTANCE		NUMBER OF HOUSEHOLDS TO BE ASSISTED			
		ALL HOUSEHOLDS	ELDERLY OR HANDICAPPED (1-2 persons)	FAMILY (4 or less persons)	LARGE FAMILY (5 or more persons)
(a)		(b)	(c)	(d)	(e)
<b>A. NEW RENTAL UNITS</b>					
1.	Section 8-HUD	760	210	350	200
2.	State Agency-Total (Sum of lines a and b)				
3.	a. Section 8				
4.	b. Other				
5.	3. Other Assisted New Rental Housing (Identify) - Total				
6.	a. 202 or 221D(4) Mentally Handicapped	50	50		
7.	b.				
8.	4. Total (Sum of lines 1, 2, and 3)	810	260	350	200
<b>B. REHABILITATION OF RENTAL UNITS</b>					
9.	1. Section 8-HUD	200	175		25
10.	2. State Agency-Total (Sum of lines a and b)				
11.	a. Section 8				
12.	b. Other				
13.	3. Other Assisted Rehabilitation of Rental Housing (Identify) - Total				
14.	a. Substantial Rehabilitation PHA	50	2	35	13
15.	b.				
16.	4. Total (Sum of lines 1, 2, and 3)	250	177	35	38
<b>C. EXISTING RENTAL UNITS:</b>					
17.	1. Section 8-HUD	575	126	288	161
18.	2. State Agency-Total (Sum of lines a and b)				
19.	a. Section 8				
20.	b. Other				
21.	3. Other Assisted Existing Rental Housing (Identify) - Total				
22.	a.				
23.	b.				
24.	4. Total (Sum of lines 1, 2, and 3)	575	126	288	161
<b>D. REHABILITATION ASSISTANCE TO HOMEOWNERS OR PROSPECTIVE HOMEOWNERS</b>					
25.	1. CD Block Grants	300	66	150	84
26.	2. Section 235				
27.	3. Other Rehabilitation Assistance to Homeowners or Prospective Homeowners (Identify) - Total				
28.	a. 312	145		102	43
29.	b. Homesteading	35		25	10
30.	4. Total (Sum of lines 1, 2, and 3)	480	66	277	137
<b>E. NEW CONSTRUCTION ASSISTANCE TO HOMEOWNERS OR PROSPECTIVE HOMEOWNERS</b>					
31.	1. Section 235	100		75	25
32.	2. Other (Identify) - Total				
33.	a.				
34.	b.				
35.	3. Total (Sum of lines 1 and 2)	100		75	25
36.	<b>F. ALL HOUSING ASSISTANCE GOALS</b> (Sum of lines A4, B4, C4, D4, and E3)	2215	629	1025	561
37.	<b>PERCENT OF ALL HOUSEHOLDS</b>	100%	25.0 %	48.0%	27.0 %

**G. EXPLANATION OF PRIORITIES** (Attach additional pages)

U.S. DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT  
HOUSING ASSISTANCE PLAN

TABLE IV - GENERAL LOCATIONS FOR PROPOSED LOWER INCOME HOUSING

1. NAME OF APPLICANT  <p style="text-align: center;">City of Fort Wayne</p>	3. <input checked="" type="checkbox"/> ORIGINAL  <input type="checkbox"/> AMENDMENT, DATE:																
2. APPLICATION/GRANT NUMBER <table border="1" style="width: 100%; text-align: center;"> <tr> <td>B</td><td>-</td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td> </tr> </table>	B	-															4. PROGRAM YEAR  FROM: 7-1-78 TO: 6-30-79
B	-																

A. IDENTIFY GENERAL LOCATIONS ON MAP IN THIS APPLICATION

1. New Construction: Census Tract Numbers

Elderly units will be constructed in NDP sites located in Census Tract 14 and/or 11 (see attached resolution).

Family units will be constructed outside Community Development target areas throughout city where suitable sites can be located.

Large Family same as Family

Handicapped units are to be constructed city-wide where suitable sites are

2: Rehabilitation: Census Tract Numbers found to address the need of those mentally handicapped.

Community Development Block Grant funds (CDBG)

A. General Rehab. Rehabilitation of housing units within CD target neighborhoods Census Tracts 6,9,10,11,12,13,14,16,17,18,19,21,27, and 28.

B. Spot Rehab. Rehabilitation of housing units city-wide where the rehabilitation is initiated by need to correct an emergency situation.

Section 8 Substantial Rehab. Substantial rehabilitation of two existing sites in Census Tracts 12 and 13 in CBD and neighborhood revitalization areas.

Substantial Rehabilitation Rehabilitation of units city-wide through efforts of Fort Wayne Housing Authority.

1. New Construction The general location of site(s) selection will be determined by the availability of land, the availability of public services, the availability of public transportation and the absence of adverse environmental factors.

2. Rehabilitation The selection for rehabilitation of units will be determined by the individual property's conditions and the specific programmatic regulation and guidelines.

1  
2  
3 BILL NO. R-77-08- 47 (as amended)

4  
5 RESOLUTION NO. R- 45-77.

6 A RESOLUTION DESIGNATION FIRST PRIORITY  
7 FOR LOCATION OF CONSTRUCTION OF HOUSING  
8 FOR THE ELDERLY AND REQUESTING HUD  
9 APPROVAL OF SECTION 8 ALLOCATION FOR  
10 SENIOR CITIZEN HOUSING IN EAST CENTRAL  
11 NEIGHBORHOOD DEVELOPMENT PROGRAM AREA.

12 WHEREAS, heretofore by Resolution No. R-96-76 dated  
13 December 14, 1976, the Common Council of the City of Fort  
14 Wayne, Indiana did call upon the Department of Housing and  
15 Urban Development (Indianapolis Area Office) to approve; and,

16 WHEREAS, funds exist, under the U.S. Department of  
17 Housing and Urban Development's Community Development Act  
18 of 1974, Title II Funds for the construction of elderly housing  
19 projects in the City of Fort Wayne, Indiana; and,

20 WHEREAS, the City of Fort Wayne Indiana is required  
21 to designate prospective sites for senior citizen housing in  
22 its Housing Assistance Plan (HAP); and,

23 WHEREAS, the Common Council of the City of Fort Wayne,  
24 Indiana desires to designate that first priority be given to  
25 that portion of land included within NDP Block No. 1 and Maumee  
26 Terrace, bounded by Wayne Street on the north, Washington  
27 Boulevard on the south, Francis Street on the west and Comparet  
28 Street on the east, which is included within census tract No.  
29 14 for the construction of housing for the elderly and that  
30 second priority be given to real estate located within census  
31 tract No. 11 for construction of housing for the elderly, all  
32 of said above funded by U.S. Department of Housing and Urban  
33 Development in the City of Fort Wayne, Indiana; and,

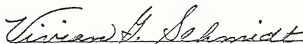
34 WHEREAS, the Common Council of the City of Fort Wayne,  
35 Indiana fully supports efforts to obtain additional housing  
developments of construction for the elderly citywide to be  
funded by the Department of Housing and Urban Development

only after the fulfillment of above first priority designation.

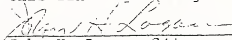
NOW, THEREFORE BE IT HEREBY RESOLVED BY THE COMMON  
COUNCIL OF THE CITY OF FORT WAYNE, INDIANA:

SECTION 1. That the Common Council of the City of  
Fort Wayne, Indiana hereby designates that first priority for  
the construction of Housing for the Elderly funded by the  
United States Department of Housing and Urban Development  
be located within that portion of land included within NDP Block  
No. 1 and Maumee Terrace bounded by Wayne Street on the north,  
Washington Boulevard on the south, Francis Street on the west  
and Comparet Street on the east, which is included within census  
tract No. 14 for the construction of Housing for the Elderly  
for the construction of 166 units of Elderly Housing and that  
second priority be given to real estate located within census  
tract No. 11 for construction of Housing for Elderly, all of  
said above funded by U.S. Department of Housing and Urban  
Development in the City of Fort Wayne, Indiana.

SECTION 2. BE IT FURTHER RESOLVED, That the City of  
Fort Wayne, Indiana will assist and cooperate with the develop-  
ment of said housing projects in other areas of need throughout  
the City ~~only~~ after the fulfillment of above priority desig-  
nation set forth in Section 1 hereof.

  
COUNCILMAN

Approved as to form and legality  
this 22nd day of August, 1977.

  
John H. Logan, Attorney for Common  
Council.

U.S. DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT

ASSURANCES

The applicant hereby assures and certifies with respect to the grant that:

- (1) It possesses legal authority to apply for the grant, and to execute the proposed program.
- (2) Its governing body has duly adopted or passed as an official act a resolution, motion or similar action authorizing the filing of the application, including all understandings and assurances contained therein, and directing and designating the authorized representative of the applicant to act in connection with the application and to provide such additional information as may be required.
- (3) It has complied with all the requirements of OMB Circular No. A-95 as modified by Sections 570.300(c) (for entitlement applicants) or 570.400(d) (for discretionary applicants) and that either
  - (i) any comments and recommendations made by or through clearinghouses are attached and have been considered prior to submission of the application; or
  - (ii) the required procedures have been followed and no comments or recommendations have been received.
- (4) Prior to submission of its application, the applicant has:
  - (i) provided citizens with adequate information concerning the amount of funds available for proposed community development and housing activities, the range of activities that may be undertaken, and other important program requirements;
  - (ii) held at least two public hearings to obtain the views of citizens on community development and housing needs; and
  - (iii) provided citizens an adequate opportunity to articulate needs, express preferences about proposed activities, assist in the selection of priorities, and otherwise to participate in the development of the application.
- (5) Its chief executive officer or other officer of applicant approved by HUD:
  - (i) Consents to assume the status of a responsible Federal official under the National Environmental Policy Act of 1969 insofar as the provisions of such Act apply to the applicant's proposed program pursuant to 24 CFR 570.603; and
  - (ii) Is authorized and consents on behalf of the applicant and himself to accept the jurisdiction of the Federal courts for the purpose of enforcement of his responsibilities as such an official.
- (6) The Community Development Program has been developed so as to give maximum feasible priority to activities which will benefit low or moderate income families or aid in the prevention or elimination of slums or blight. Where all or part of the community development program activities are designed to meet other community development needs having a particular urgency, such needs are specifically described in the application under the Community Development Plan Summary.
- (7) It will comply with the regulations, policies, guidelines and requirements of Federal Management Circulars 74-4 and 74-7, as they relate to the application, acceptance and use of Federal funds for this federally-assisted program.
- (8) It will administer and enforce the labor standards requirements set forth in Section 570.605 and HUD regulations issued to implement such requirements.
- (9) It will comply with all requirements imposed by HUD concerning special requirements of law, program requirements, and other administrative requirements approved in accordance with Federal Management Circular 74-7.
- (10) It will comply with the provisions of Executive Order 11296, relating to evaluation of flood hazards.
- (11) It will comply with:
  - (i) Title VI of the Civil Rights Act of 1964 (P.L. 88-352) and the regulations issued pursuant thereto (24 CFR Part I), which provides that no person in the United States shall on the ground of race, color, or national origin, be excluded from participation in, be denied the benefits of, or be otherwise subjected to discrimination under any program or activity for which the applicant receives Federal financial assistance and will immediately take any measures necessary to effectuate this assurance. If any real property or structure thereon is provided or improved with the aid of Federal financial assistance extended to the applicant, this assurance shall obligate the applicant, or in the case of any transfer of such property, any transferee, for the period during which the real property or structure is used for a purpose for which the Federal financial assistance is extended or for another purpose involving the provision of similar services or benefits.
  - (ii) Title VIII of the Civil Rights Act of 1968 (P.L. 90-284) as amended, administering all programs and activities relating to housing and community development in a manner to affirmatively further fair housing; and will take action to affirmatively further fair housing in the sale or rental of housing, the financing of housing, and the provision of brokerage services within the applicant's jurisdiction.

- (iii) Section 109 of the Housing and Community Development Act of 1974, and the regulations issued pursuant thereto (24 C.F.R. 570.601), which provides that no person in the United States shall, on the ground of race, color, national origin or sex, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under, any program or activity funded in whole or in part with Title I funds.
  - (iv) Executive Order 11063 on equal opportunity in housing and nondiscrimination in the sale or rental of housing built with Federal assistance.
  - (v) Executive Order 11246, and all regulations issued pursuant thereto (24 CFR Part 130), which provides that no person shall be discriminated against on the basis of race, color, religion, sex or national origin in all phases of employment during the performance of Federal or federally - assisted contracts. Such contractors and subcontractors shall take affirmative action to insure fair treatment in employment, upgrading, demotion, or transfer; recruitment or recruitment advertising; layoff or termination, rates of pay or other forms of compensation and selection for training and apprenticeship.
  - (vi) Section 3 of the Housing and Urban Development Act of 1968, as amended, requiring that to the greatest extent feasible opportunities for training and employment be given lower income residents of the project area and contracts for work in connection with the project be awarded to eligible business concerns which are located in, or owned in substantial part by, persons residing in the area of the project.
- (12) It will:
- (i) In acquiring real property in connection with the community development block grant program, be guided to the greatest extent practicable under State law, by the real property acquisition policies set out under Section 301 of the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970 (P.L. 91-646) and the provisions of Section 302 thereof;
  - (ii) Pay or reimburse property owners for necessary expenses as specified in Section 303 and 304 of the Act; and
  - (iii) Inform affected persons of the benefits, policies, and procedures provided for under HUD regulations (24 CFR Part 42).
- (13) It will:
- (i) Provide fair and reasonable relocation payments and assistance in accordance with Sections 202, 203, and 204 of the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970 and applicable HUD regulations (24 CFR Part 42), to or for families, individuals, partnerships, corporations or associations displaced as a result of any acquisition of real property for an activity assisted under the program;
  - (ii) Provide relocation assistance programs offering the services described in Section 205 of the Act to such displaced families, individuals, partnerships, corporations or associations in the manner provided under applicable HUD regulations;
  - (iii) Assure that, within a reasonable time prior to displacement, decent, safe, and sanitary replacement dwellings will be available to such displaced families and individuals in accordance with Section 205(c) (3) of the Act, and that such housing will be available in the same range of choices to all such displaced persons regardless of their race, color, religion, national origin, sex, or source of income;
  - (iv) Inform affected persons of the benefits, policies, and procedures provided for under HUD regulations; and
  - (v) Carry out the relocation process in such a manner as to provide such displaced persons with uniform and consistent services, including any services required to insure that the relocation process does not result in different or separate treatment to such displaced persons on account of their race, color, religion, national origin, sex, or source of income.
- (14) It will establish safeguards to prohibit employees from using positions for a purpose that is or gives the appearance of being motivated by a desire for private gain for themselves or others, particularly those with whom they have family, business, or other ties.
- (15) It will comply with the provisions of the Hatch Act which limit the political activity of employees.
- (16) It will give HUD and the Comptroller General through any authorized representative access to and the right to examine all records, books, papers, or documents related to the grant.



A COMMUNITY DEVELOPMENT PLAN  
FOR FORT WAYNE

Prepared for the  
City of Fort Wayne

by the

Department of Community Development and Planning

February, 1978

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## INTRODUCTION

Fort Wayne in 1978 can be described as a basically healthy urban complex which has withstood the ever-popular shift in investment and population from the frostbelt to the sunbelt relatively well so far. In contrast to many of its metropolitan neighbors, the City has been able to avoid the strangle-hold which conceivably could have been placed on it by incorporation of independent suburbs and has even managed to increase its population and tax base through a limited amount of annexation. The City and surrounding area is fortunate to have a number of major employers which pay, on the average, good wages and probably results in the low present unemployment rate of 3.4%. There is a variety of good quality housing available at reasonable prices for most people. Entertainment and cultural facilities abound, and it is commonly said that Fort Wayne is an ideal place for family living.

While the above description may be fairly accurate in discussing the City and metropolitan area as a whole, it is only part of the story. A great deal of Fort Wayne's prosperity in recent years has been limited to the edges of the City and its suburban areas. As more people, job opportunities and commercial facilities rushed to spacious suburban surroundings, they left behind a central city which was gradually not in as much demand by people who could make meaningful investments. Housing and use of retail or service facilities began to trickle down to lower income residents who, because such opportunities were not avail-

able in the more demanded areas, became increasingly concentrated in the City's core. As economic rents were not enough to adequately maintain structures in this area and government resources were being diverted to establish services in the developing areas, physical conditions gradually deteriorated. Many years of this trend have resulted in numerous portions of the City feeling some degree of physical and economic stress.

Clearly, if the City is to overcome both national and local patterns of investment and migration, it must develop comprehensive policies for action in all of those areas. While numerous funding programs and studies have been undertaken locally in regard to the improvement of urban conditions in the past, most of these have been limited either functionally by what they could address, or geographically to small areas, projects or even sites. The preparation of this document, while certainly not all-encompassing, was encouraged by the evaluation in recent years of the Community Development Block Grant program, an effort by the federal government to provide resources much more broad in scope than past categorical programs. Because of this great leeway given to cities in selecting activities for improvement of their environments, recent changes in regulations concerning the program have directed cities to become more serious in developing more comprehensive policy aimed toward the resolution of their needs. The Community Development Plan outlined in this document is the City of Fort Wayne's first attempt to articulate such a policy in this much depth. As the City's comprehensive and neighborhood planning functions develop further, the Community Development Plan will be refined and expanded.

The Plan is divided into seven parts. Part I presents a brief community profile on overall characteristics and conditions in the physical and social environment. Areas of the City experiencing significant concentrations of blight and economic stress are identified and the City's needs in addressing those problems are outlined in Part II. The strategy

for revitalizing Fort Wayne's neighborhoods is presented in Part III. Part IV describes the current housing strategy, while Parts V and VI summarize the City's public improvement and economic development strategies, respectively. Although a section detailing the City's three year Community Development program and budget would normally appear next, it cannot be given until the 1979 application is developed, when the City will begin its programming on both a one and three year basis. The final section is an appendix containing required maps on physical and social conditions as well as proposed activities.

PART I  
A COMMUNITY PROFILE

In formulating a community development strategy for the City of Fort Wayne, there are some general facts which should be outlined initially concerning present conditions and characteristics. The data in this section will deal with population, income, housing stock and the overall economic condition of the community.

Population

The population of Fort Wayne in 1970 was 177,671, an increase of 15,875 from the 1960 census. As in many cities of this size, the figures hide the fact that all census tracts in the inner city show declining population while a majority of second ring census tracts also show decline. Therefore, the overall 7% increase occurred predominately in 3rd or outer ring census tracts of the City and areas where annexations occurred in the sixties. Internal migration patterns are of concern to the City. Between 1960 and 1970, 14,063 persons were annexed. When adjusted for annexation, Fort Wayne's real population growth was only 1832 or 1.1% of the 1960 population. Another population trend which gives some reason for concern is the fact that recent data from the Bureau of the Census indicates that between 1970 and 1975, 4600 people or 1.7% of the total population emigrated from the County. This contrasts with an in-migration of 20,493 persons between 1960 and 1970.

City-wide distribution by age for the population indicates that 34.4% of the total is 18 years of age or younger. The distribution of this popu-



lation indicates that only five census tracts contain appreciably more youth than the city-wide average. The other age group which can be easily defined through available data is the 65 and older population, which comprises 10.3% of the City's total population. Two census tracts in the inner City have a concentration of more than twice that figure while another eleven census tracts in the first or second ring of the City show more than 15% of their populations to be 65 or over.

The 1970 racial composition of the community expressed in percentages is 88.9 white, 10.6 black and 4/10 of 1 percent other. Total white population net gain for the 10 year period is 8,206 or 5.5% increase, but when measured against the 14,000 plus annexation (which we know to be predominately white) the facts would indicate that whites from the middle and upper income groups are leaving the City and most probably are settling in the surrounding area. The people left behind are on the average older and poorer. The black population of the City, according to the 1970 census figures is 18,921 as compared to 11,645 in 1960. The black population total has increased by 7,276, a 62.5% increase since 1960. The major concentration of this black population is in five census tracts of the central City, with the highest black percentage in any one tract being 73%. There are two other tracts which have percentages of 20 or more and both of these are also located in the first ring. While other minority population is rising rapidly (from 344 in 1960 to 757 in 1970), the total numbers are relatively low. This segment of the population, while being more widely dispersed in the community, is still concentrated mainly in areas near the core of the City.

#### Income

Median family income for the City was \$10,401 as compared to \$11,010 for the total Fort Wayne S.M.S.A., according to figures from the Bureau of

Census 1970 report. For Fort Wayne, the range by census tracts is from a low of \$5,152 to a high of \$16,511. There are fourteen census tracts with median incomes below \$9,000. A majority of these follow an uninterrupted pattern across the central City from near the western boundary to the east side industrial complex which lies outside the City limit. The six tracts with medians greater than \$13,000, with one exception, have at least one of their borders being a City limit boundary. The exception is contiguous on two sides to one of the other census tracts in this group.

To reinforce the concept of income distress, the figures for unemployment and families below the poverty level match very closely with low median income. The total number of families below poverty level is 2,750. With the deletion of two census tracts from the low median income list and the addition of two near northwest side census tracts, the above mentioned central City area accounts for 1,498 of those families below poverty level (54.4% of the City total). Equally important, the six census tracts which have more than 16% of the families living in them below poverty level are located in the central City. While the City-wide rate of unemployment was a relatively low 3.4%, there were tracts in the City where the measurable rate was drastically higher. Of the seven census tracts with a significantly higher unemployment rate than the City-wide rate, six are in the central City immediately adjacent to the central business district.

#### Housing Stock

The age of the housing stock is varied but in general the oldest units are on the near east and west side with the last area to develop being north of the St. Mary's and Maumee Rivers. Figures indicate that 48% of all housing units were constructed before 1940 (many date back into the 19th century), 15% were built in the period between 1940-1949, and the other 37% were constructed after 1949.

The total number of housing units in Fort Wayne according to 1970 Census Data is 61,346. Of this total, 38,436 or 62.7% are owner occupied, with many areas of the third ring having ownership rates of 75% or better. Much of the City's core area however, has rates in the 30% and 40% range. Renter occupied units total 19,191, a percentage of 31.3.

In regard to types of housing, single family predominates with 72% of the units. Many census tracts contain concentrations of single family units of over 90%. Two-family units comprise 10% of the City-wide total. Multi-family structures make up 17% of the dwelling units with some census tracts composed of 50% or more with units of this type.

Classification of structural conditions in the 1976 Housing Study are broken down into four categories: (1) structurally sound, (2) needing minor repair, (3) needing major repair, and (4) deteriorated, structurally unsound. City-wide figures indicate that 22.1% of the housing stock is in need of major repair or is deteriorated. The pattern of census tracts which have concentrated housing problems greater than the City-wide figures extends from west to east through the central City with all census tracts along the east-west railroad lines having disproportionately high numbers of deteriorated housing stock. There are also two tracts on the near northwest side which show severe signs of housing decline. The two census tracts which abut the central business district (CBD) have more than 30% of their units in a deteriorated or structurally unsound condition with more than 50% of the units in each tract needing major repair. There are three inner City tracts which have more than 20% of their housing units in a deteriorated condition and all of these areas have at least 50% of their units falling in the deteriorated or in need of major repair categories.

An indicator of inner City abandonment can be observed in the number of vacant housing units. While the 1977 City-wide vacancy rate is 6%, there are seven inner city census tracts that are substantially higher (9% or

more) than that percentage. The highest vacancy rate in any tract is 30.2%.

The 1970 City-wide median housing value is \$13,834. While many census tracts in the first and second ring or the City fall under this median housing value, there are several other conclusions to be reached using the figures available. Census tracts in the northeast quadrant of the City are all above the median with one exception and this tract falls only \$400 below the median. The major portion of housing drastically below median (25% or more) is concentrated in sixteen census tracts in the inner City or in neighborhoods contiguous to the inner City.

#### Economic Condition of Fort Wayne

Fort Wayne's overall economy seems generally healthy with high average wages and low unemployment figures based on national averages. There are, however, many signs of lag present which are characteristic of older, heavily industrialized manufacturing centers.

The area economy is heavily dependent on manufacturing, especially the manufacture of durable goods. In 1977, 36.3% of the area work force was engaged in manufacturing, with 80% of these in production of durable goods. Figures from 1970 showed 39.4% of the work force in the manufacturing sector. This is a seven year decline of 3.1%.

The second largest sector, in terms of employment, is the retail and wholesale trade group. This sector comprises 23.2% of the total area workers.

There are several trends which indicate that the City's economy is not as strong as overall employment figures imply and that the market is not providing sufficient economic opportunity for its residents.

The productivity of the area workers per dollar wage in 1972 had slipped to 84% of the national average. Absolute productivity has also declined, indicating that new capital investment in the area has not kept pace with the national average. If this trend continues, at sometime local employers will

not be able to operate their relatively old plants at a profit. The area is highly dependent on the manufacture of durable goods. These industries are highly vulnerable to fluxuations of the national economy. This instability is augmented by the relatively low productivity per dollar wage of the area's workers.

The area's labor force growth has been relatively stagnant since 1974. A stagnant or a declining labor force is not a characteristic of a healthy economy regardless of the area's unemployment rate.

Since 1963, the retail sector of Fort Wayne's Central Business District (CBD) has declined leaving behind vacant store fronts and a general deterioration and disinvestment. Retail sales in the CBD declined 28% between 1967 and 1972, with indications that this decline is continuing. Similar declines have occurred in several other City retail areas, especially neighborhood retail districts. Numerous large structures have evidently lost their desirability for economic activities, particularly light industry. These structures are vacant and contribute to further decline.

While Fort Wayne's per capita income has continued to grow, it has not kept pace with many other areas of the nation. Net per capita income growth for the period between 1969 and 1974 in the City was \$1,391.

PART II  
SUMMARY OF  
COMMUNITY DEVELOPMENT AND HOUSING NEEDS

The basic information described previously indicates a number of patterns and characteristics that have emerged as problems for the City. Additionally, other more detailed data which is simply too voluminous for a document such as this amplifies many of the general problems specifically on a neighborhood level. The problems, both general and specific, must be addressed if Fort Wayne is to assure itself of overall viability as a major urban center in the future. In this section, areas with significant concentrations of lower income residents and physical condition problems will be specifically identified and a summary of the City's major community and neighborhood improvement needs will be summarized.

IDENTIFICATION OF DECLINING AREAS

A logical way of determining concentration areas of the low and moderate income households and physical deterioration is to individually determine the criteria which would indicate such concentrations. Income, unemployment, public assistance and housing indicators should substantiate areas of concentration.

Median Family Income

The median family income in Fort Wayne SMSA according to the 1970 Census data was \$11,010. There were 14 census tracts which ranked at

80% or less than the median for the area. Census Tract 2, which makes up the State Hospital and Training Center, was one of these. Basically, then, there are 13 non-institutional tracts in the 80% or less classification. Table I lists the comparative rank of those 13 tracts.

Table I  
1970 MEDIAN FAMILY INCOME

<u>Rank</u>	<u>Census Tract</u>	<u>Median Income</u>
1	12	5,152
2	14	6,714
3	11	7,222
4	18	7,291
5	17	7,488
6	13	7,578
7	19	7,633
8	16	8,066
9	10	8,208
10	27	8,413
11	115	8,500
12	20	8,546
13	22	8,694

More recently, 1974 data collected by R. C. Polk & Co. showed that the 13 lowest median income tracts had changed in four instances. Tracts 11, 13, 115 and 22 had been replaced by tracts 6, 15, 21, and 28. The explanation for the drop in rank of all four can be accounted for. Tract 13, which is the eastern half of the CBD, had two high-rent, high-rise apartment buildings constructed which brought higher income residents back to the area. Tracts 115 and 22 are on the far western and south sides and the areas near the city limits in each tract had major new housing development to raise the average income. Tract 22 fell from 13th position, the last in the 1970 80% and under classification, to 15th position on the Polk survey. The four new tracts in the Polk Survey are all inner city tracts with none of the four contiguous to the CBD showing the outward spread of low and moderate income population concentrations.

### Families Below Poverty Level

The percentage of families below poverty level for the City of Fort Wayne in 1970 was 6.2. For the SMSA, the rate was a lower 5.1%. There were 17 census tracts above 6.2% with the highest being 23.1% in census tract 14. With the exception of census tract 2 (which incorporates the State Hospital and Training Center) there is a definite concentration of poverty in the census tracts which comprise the remaining areas. Three tracts which border the St. Mary's River to the west (tracts 22, 10 and 6) and all first ring tracts are part of this group. Also included is tract 7, which is immediately north of tract 6; this area being the only one in the second ring of the city. The other tracts with great percentages of families below poverty level are 11 through 20, 27 and 28, with these areas forming an uninterrupted path across the central city encompassing most of the first ring area of the city.

### Unemployment

Unemployment figures substantiate the pattern of concentration of low and moderate income households in the areas mentioned above. All but four of the 17 tracts also have unemployment rates above the city median rate. The four tracts not included are 13, 19, 10 and 7. Of the four omitted, one tract makes up more than half of the Central Business District and another seven fall in the second ring of census tracts.

### Welfare and Food Stamp Recipients

To reinforce the concept of heavy concentration of the low and moderate income households, current figures on welfare recipients and food stamp recipients for a one year period ending in November, 1977 show that the same census tracts are represented.



Table II  
WELFARE AND FOOD STAMP RECIPIENTS  
 November 1976 to November 1977

<u>WELFARE</u>			<u>FOOD STAMPS</u>		
<u>Rank</u>	<u>Census Tract</u>	<u>Recipients per 1000 pop.</u>	<u>Rank</u>	<u>Census Tract</u>	<u>Recipients per 1000 pop.</u>
1	18	238.7	1	18	183.5
2	17	231.8	2	17	169.1
3	27	163.9	3	12	164.5
4	14	155.6	4	19	132.1
5	28	152.3	5	14	117.7
6	13	149.1	6	13	108.8
7	15	140.1	7	16	104.1
8	19	139.7	8	27	103.5
9	16	127.8	9	6	100.0
10	12	110.5	10	15	95.5
11	22	84.5	11	28	82.2
12	6	73.0	12	10	75.0
13	21	70.6	13	22	74.2

Housing Conditions

Housing condition data can be compared from the 1972 survey completed by the Department of Community Development and Planning and the 1976 survey estimating number of units needing rehabilitation. The correlation by tract of the conditions over six years reinforce the program of poor quality of housing stock in several areas and point out the signs of deterioration which are beginning to affect tracts near the central city.

Included in the table from both years are census tracts which have more than 25% of the housing stock in need of major repair. As deteriorated structures have been demolished over the past six years, the percentage of structures needing repair has diminished. The two census tracts which do not appear on the 1972 table are tracts 27 and 28. These two tracts are directly south of tracts 17 and 18, indicating that a blight is spreading south from tracts 17 and 18. There are four census tracts which do not appear on the 1976 condition survey, but all four tracts contain better than 19% of their units in need of rehabilitation.

Table III  
HOUSING CONDITIONS, 1972 - 1976

Rank	1972 SURVEY				1976 SURVEY	
	Census Tract	Needing Major Repair	Deteriorated	Total	Census Tract	Units Needing Rehab.
1	6	73.3%	20.7%	94.0%	14	57.87%
2	19	66.9	22.3	89.2	18	47.65
3	14	54.5	32.1	86.6	17	44.92
4	12	50.3	31.0	81.3	12	44.31
5	21	47.5	8.8	56.3	10	44.06
6	13	24.8	26.8	51.6	13	43.00
7	7	37.3	11.2	48.5	15	42.01
8	15	40.6	5.4	46.0	6	41.07
9	20	41.6	2.0	43.6	19	38.11
10	16	25.8	12.1	37.9	27	37.82
11	18	29.3	8.1	37.4	16	37.48
12	4	35.4	0.8	36.2	11	31.71
13	17	21.5	8.9	30.4	28	28.70
14	22	22.8	3.7	26.5		
15	10	22.1	4.3	26.4		
16	11	22.4	3.9	26.3		

#### Housing Values and Resale Prices

The 1970 census indicates that the median housing value city-wide was \$13,834. There were fifteen census tracts which had an average housing value 20% or more below this median value. They are ranked from lowest value to highest in Table 4. The second section of Table 4 indicates the 1975 average selling price for single family dwelling units. While data is not available for four inner-city tracts, it can safely be assumed that these tracts fall within the fifteen lowest resale value census tracts. Of the fifteen tracts, all but one falls below the \$13,834 median value of 1970, which indicates that while housing costs elsewhere have gone up drastically over the period 1970-1975, viable housing stock values in these tracts have stagnated, showing a relative disinvestment in these areas.

In comparing housing stock which ranks low in both years, it is evident that several tracts are showing marked improvement in resale value,

while others are barely holding at the levels of 1970. Some tracts (for example, 13 and 28) are actually losing value. The selling figures of 1975 must be further qualified by pointing out that the houses which are sold are considered better mortgage risks and therefore, if anything, imply a value probably higher than a true average for these areas.

Table IV  
COMPARISON OF HOUSING VALUE, 1970 - 1975

<u>Housing Value, 1970 Census</u>			<u>Selling Prices, 1975</u>		
<u>Ranking</u>	<u>Census Tract</u>	<u>Avg. Value</u>	<u>Ranking</u>	<u>Census Tract</u>	<u>Avg. Price</u>
1	19	\$ 6,700	1	13	\$ 4,900
2	14	7,100	2	17	7,800
3	17	7,200	3	28	8,700
4	18	7,800	4	12	9,500
5	10	7,800	5	16	10,500
6	13	7,900	6	19	11,600
7	16	8,100	7	10	12,200
8	6	8,100	8	6	13,400
9	15	8,200	9	29	13,400
10	12	9,200	10	20	13,800
11	11	9,400	11	21	14,100
12	27	9,700			
13	28	10,200			
14	20	10,800			
15	21	9,600			

(Four census tracts which do not appear because of lack of data, but would probably appear in the lowest 15 ranking are tracts 14, 15, 27, and 18)

#### Housing Vacancy Rates

Vacancy rates city-wide have increased 50% over the four year period between 1970 and 1974. Listed in the two tables are tracts with a percentage of 25% or more over the city average. The city-wide vacancy rate has gone from 6% to approximately 9.5%. As evidenced by the table, the top four census tracts remained the same, with a change in order. Most disturbing, however, is the percentage increase in the majority of the census tracts and the appearance of four new tracts in the 1974 rankings. These

tracts are adjacent to central city neighborhoods which are presently involved in Community Development programs. This information reinforces the concept of disinvestment, flight and lack of a solid housing market in the areas contiguous to the inner city.

Table V  
COMPARISON OF VACANCY RATES, 1970 - 1974

<u>Vacancies, 1970 Census</u>			<u>Vacancies, 1974 R.L.Polk Survey</u>		
<u>Rank</u>	<u>Census Tract</u>	<u>Vacant</u>	<u>Rank</u>	<u>Census Tract</u>	<u>Vacant</u>
1	13	30.2%	1	18	33.0%
2	14	20.2	2	14	27.4
3	18	17.1	3	17	23.5
4	17	16.8	4	13	22.6
5	12	13.2	5	19	22.2
6	19	11.5	6	27	19.9
7	11	9.7	7	15	19.8
8	108.01	8.7	8	12	17.0
9	108.02	8.7	9	11	15.8
10	27	8.6	10	6	15.4
11	20	8.3	11	28	14.2
12	10	7.9	12	16	14.0
13	6	7.4	13	21	13.3
			14	20	13.0
			15	10	12.8

#### Demolition Activity

The demolition program of the City is consistent with the Structural Condition Survey of 1972. For the year 1977, the tracts which received the greatest number of demolitions were (in descending order) 14, 17, 13, 18, 15, 27, 28, 16, 12, and 19. While several tracts with critical housing conditions do not appear on this listing, most have been included in a concentrated demolition program during the years 1972-1976.

Figures indicate that the percentage of deteriorated housing units has been drastically reduced in several census tracts. This, of course, results in a smaller housing stock but one which is in better overall condition, making a rehabilitation program more workable.

## NEEDS FOR COMMUNITY DEVELOPMENT AND HOUSING IMPROVEMENT

The needs for community development and housing improvement in Fort Wayne are varied, but all relate to an overall needs, both locally and nationally, to address the problems of urban decline. This problem is particularly evident in the plight of low and moderate income residents of the City and the concentration of them in declining areas. A summary of the City's needs can be grouped into general needs, housing needs, public improvement needs, economic development needs and individual needs of declining neighborhoods.

### General Community Development Needs

In addressing urban decline in Fort Wayne, there are four general needs for focusing community development attention. First, neighborhoods which have suffered from serious deterioration, but still have a potentially viable physical structure need to be stabilized and ultimately rehabilitated. Secondly, neighborhoods that are still basically sound need to be preserved so that isolated problems do not cause them to deteriorate. Third, in limited areas where physical blight and social distress has reached the point that existing infrastructure cannot be reasonably salvaged, there is a need to redevelop for new uses or functions. Finally, there is a need to counteract the economic imbalance resulting from excessive investment in developing fringe areas of the City while disinvestment occurs near its center.

### Housing Needs

The housing deterioration that is part of the urban decline process relates to a number of needs concerning housing quality, supply, and market. Housing quality needs are the rehabilitation of deterior-

ating structures, elimination of dilapidated housing, and preservation of standard units. Housing supply needs are the addition of good quality new units to the housing stock, particularly for lower income households. Housing market needs include economic assistance for lower income households in maintenance and rehabilitation of housing, a better economic mixture of dwellers in the central city, greater private investment and financing activity in the central city, increased housing value in declining residential areas, encouragement of homeownership, a decrease in vacancy rates in central city neighborhoods, and a general balance of housing investment activity throughout the City.

#### Public Improvement Needs

Public improvement needs involve facilities, infrastructure, safety and welfare and coordination of land development activity. Public facilities such as community centers, parks and recreation facilities, libraries or other similar items need improvement or at times, construction. Infrastructure components such as streets, curbs, sidewalks, utility lines and street lighting also need to be improved, constructed or re-constructed in many deteriorating neighborhoods as well as on a spot basis in stable neighborhoods. Crime prevention investments and actions are needed in certain neighborhoods to restore resident confidence and trust. Finally, public coordination of development patterns is needed in order to prevent land use conflicts that lead to further decline.

#### Economic Development Needs

The economic development needs of the City can be divided into three basic categories: lack of opportunities for area residents; especially those persons who are presently disadvantaged; a stabilization

of economic activity in the central city; and the necessity to check the rising cost of living in the City to alleviate the hardship on the large percentage of low and moderate income residents of the area who are least able to cope with these problems.

There is a basic need for increased job opportunities which are accessible to low income people. Job training to teach marketable skills, which will lead to higher wages must also be provided for those individuals most in need of employment. Fort Wayne must more actively solicit industrial movement into the area, while maintaining existing industries. Local employers should be encouraged to expand locally, creating more positions within the City. It is essential that an inventory of industrial land and available industrial buildings take place to determine more accurately economic resources and needs.

The basic economic stabilization need is to reverse the trend of out-migration of business from the central city (particularly the CBD) to the fringe areas. While much of this is an attitudinal problem, there are factors which must be dealt with to reverse this type of thinking. The erosion of the City's industrial tax base must be stemmed. Action to encourage industries to locate in Fort Wayne is essential. To maintain attractive commercial and industrial sites, capital improvements are needed to make inner city areas competitive with new sites in the outlying areas. A set of locational incentives are also necessary. Because of severe decline in the CBD, an extensive rehabilitation and redevelopment effort in this area is essential. Neighborhood commercial nodes are also in need of revitalization programs if total neighborhood revitalization is to be realized.

Finally, there is a need to effectively lower the rising cost of food, clothing, and shelter to the lower income households of the City. Fulfillment of this need would help minimize the physical distress experienced in areas with high concentrations of such households.

#### Needs of Declining Neighborhoods

At present, there are seven neighborhoods which have significant improvement needs that are being addressed. The seven neighborhoods are Oxford, Hanna-Creighton, LaRez, East Central, West Central, Nebraska and Northwest Central. All of these neighborhoods are experiencing significant decline, with major community development and housing needs, and all have significant concentrations of low and moderate income persons. Other neighborhoods outside these areas also have significant needs, but cannot be addressed in as much detail until planning activities progress further.

Oxford. Oxford is a near southeast side residential neighborhood which encompasses all of census tract 28 and the eastern half of tract 27, plus approximately one-quarter of census tract 30. This neighborhood is presently in racial and economic transition. These changes reveal lower income levels, bringing greater concentrations of low and moderate income individuals to the area. Structural deficiencies are becoming evident in the older housing stock, housing vacancy has increased, and housing values have dropped appreciably. The white flight from the areas has caused drastic disinvestment.

There is a real need for some type of fair housing assistance to restore confidence in the neighborhood. While capital improvements



are a necessity to restore confidence in the area, the social problems of the area must be addressed to reverse the negative feelings about the neighborhood.

Hanna-Creighton. The Hanna-Creighton neighborhood is in census tract 17, with three other target neighborhoods bounding it. Blight and decline have spread throughout the neighborhood, necessitating a vigorous rehabilitation effort. Two housing projects occupy the northern part of the neighborhood. Demolitions and relocations over the last fifteen years have precipitated a feeling of hopelessness in the area residents and a poor image of the neighborhood City-wide.

There is a great need for strong community organization with a resolve stirred in the residents to face the pressing social problems which plague the neighborhood. The percentage of low and moderate income people in the neighborhood is high, with a corresponding need to make these people aware of the varied types of assistance available through the City.

East Central. The East Central neighborhood is adjacent to the CBD. The neighborhood encompasses half of tract 13 and all of tract 14. The structures in this particular area are some of the oldest in the City.

The problems and needs experienced by many neighborhoods so close to a CBD are present in East Central. The need for extensive housing rehabilitation and construction as well as capital improvements is acute. While some private investment has taken place, the need for more involvement exists. High crime rates, land use conflicts, major arterials cutting through the area and the loss of retail services are additional problems which require attention and action.

LaRez. The LaRez neighborhood is in census tract 18, adjacent to the Central Business District. Much of the area is severely blighted and in need of major housing rehabilitation. The area has lost much of its housing stock to demolition and its unsightly nature is due in some part to poor reuse of this land.

To restore interest in the area, extensive capital improvements are needed where housing stock is viable. Action is sorely needed to rehabilitate and preserve the remaining housing stock in the area. Homeownership also needs to be increased. Greater grass roots participation is needed to restore confidence in the area. Finally, efforts are urgently needed to reduce the frequency of crime in the neighborhood.

Nebraska. The Nebraska neighborhood is located on the near west side of the City to the north and west of the St. Mary's River. The area is in census tract 10 and part of census tract 9. A negative factor in the desirability of the neighborhood is its poor mix of land use and the inordinate number of railroad lines which intersect the area. The condition of sidewalks, streets, curbs, and street lighting is deplorable in much of the neighborhood, as many of these items are among the oldest in the northern portion of the City.

There are pockets of poor housing in the neighborhood which need stringent maintenance or improvement. Capital improvement expenditures will be large if they are to keep pace with the needed housing rehabilitation. Some type of economic development is needed to revitalize the dying commercial corridors of the area. For the neighborhood to remain viable, there is a continuing need to insure the co-existence of the residential nature of the area with its high industrial usage.

West Central. The West Central neighborhood is adjacent to the CBD on the west. Its boundaries are within census tracts 11 and 12. The variation of types, size and concentration of housing stock in this neighborhood is unique. The area is the oldest on the west side of Fort Wayne.

Large sections of West Central are in need of housing rehabilitation and preservation, as much of the housing stock has fallen into disrepair. Supportive capital improvements are needed in most residential subsections of the neighborhood. Some action must also be taken to maintain a historically significant section of the neighborhood. Commercial encroachment at the expense of the neighborhood's traditional residential function needs to be stopped. Due to the fact that the major east-west arterials pass through West Central, a number of land use, circulation and noise problems need to be resolved.

Northwest Central. Northwest Central is located just north of the CBD. The neighborhood encompasses all of census tract 6 and the southern part of census tract 7.

The extreme southern section of the neighborhood needs extensive rehabilitation, consisting of housing improvements, selective demolition, and public improvements. Some areas in the middle of the neighborhood show signs of needing limited rehabilitation before decline spreads into them from the south. The Wells Street corridor has the potential for a viable commercial strip but there is a need for reinvestment from both the private and public sectors if this is to become a reality.

Other Neighborhoods. There are other neighborhoods contiguous to these areas which are experiencing similar decline and deterioration problems. These areas generally lie to the south of West Central and

the CBD, as well as to the north and east of East Central. Needs in these areas most likely include housing improvement, public improvements, elimination of land use conflicts, improved services to the population, incentives for prospective homeowners to invest in the neighborhood, and some type of economic stimulation. However, it is not possible at this time to state the needs in these areas in a manner as detailed or definite until neighborhood-level planning activity begins in them.

PART III  
NEIGHBORHOOD REVITALIZATION STRATEGY

In order to meet the community development and housing needs identified for Fort Wayne, the City's strategy is heavily oriented to a neighborhood approach. Fort Wayne's present strategy involves concentration of neighborhood improvement efforts in the core of neighborhoods near the center of the City, with limited resources available for use at places of critical need outside those neighborhoods. Individual neighborhood improvement efforts, while generally similar, emphasize particular program actions differently in order to more effectively address their own unique characteristics and needs. Comprehensive planning activities, on the neighborhood and city-wide level, are essential in order to better define community development priorities in future program years.

CITY-WIDE NEIGHBORHOOD REVITALIZATION STRATEGY

Fort Wayne's community development strategy addresses the specific elements of housing and neighborhood need as well as the more complex process termed neighborhood decline. As specific physical and social components of neighborhoods deteriorate, so does the neighborhood as a viable place for living. Conversely, as the general environment declines so do the component parts. This relationship is not always proportional, so the elements change at varying speeds and intensity within neighborhoods. Neighborhoods also vary between each other as to degree of decline. The process is cumulative and comprehensive in that, once critical

land use, housing, infrastructure, economic and social components begin to collapse, the entire neighborhood experiences decline.

#### NEIGHBORHOOD IMPROVEMENT OBJECTIVES

The city-wide strategy distinguishes between levels of neighborhood decline and proposes appropriate actions. There are four general sets of objectives and programs: neighborhood preservation, neighborhood stabilization and revitalization, redevelopment, and the promotion of balanced growth in the City. Neighborhood preservation activities are designed to stop blight and deterioration in stable neighborhood areas where decline is evidenced by spot housing deterioration, aging public facilities, dropping housing values, some population change, increasing concentration of low income residents, disinvestment and a general weakening of vitality. Neighborhood stabilization and revitalization activities are intended for neighborhoods which still have the potential for being viable and decent living environments. These areas are experiencing decline from population loss; low levels of new private investment, deteriorating or inadequate public facilities, marked housing deterioration, frequent and increasing examples of structural and environmental blight, high concentrations of low and moderate income people who are unable to secure decent housing, declining physical and social amenities, and a general lack of confidence in the neighborhood. Redevelopment activities should apply to small areas in residential neighborhoods, where deterioration has been so extensive that rehabilitation is not feasible, as well as to larger scale undertakings to revitalize the CBD. Finally, the extremes of deterioration and decline in some parts of the City, and boom in other areas, demand development of policies and programs that better balance this growth so that the entire City is in sound physical and economic condition.

### Preserve Basically Stable Second-Ring Neighborhoods

There are many neighborhoods in the City that are still stable but are beginning to show limited signs of decline. These neighborhoods tend to form the second ring of residential areas around the CBD. They are still decent environments and possess significant residential resources in terms of housing and amenities. However, their future health cannot be assumed so supportive actions are necessary.

Community Development activities in these areas have the basic goal of keeping them as viable residential neighborhoods. More specifically, this entails maintaining the residential character of the land uses, strict maintenance of housing quality, returning substandard housing to the standard classification, eliminating structural blight, preserving general environmental quality, and encouraging continued private investment in housing.

These long-term objectives can best be achieved with a comprehensive approach. First, there should be a city-wide neighborhood analysis to accurately determine current conditions and change. Neighborhoods can then be targeted for specific planning and program analysis. Specific neighborhood planning needs would be addressed through the preparation of comprehensive neighborhood plans. Maintaining long-term viability as residential areas should be the overriding objective to be addressed. The plan should identify related land use, capital improvement, housing improvement and economic development needs of the neighborhood and activities to meet those needs. These plans will facilitate the preparation of future Community Development strategies and programs.

To assist housing maintenance in these areas, Community Development Block Grant funds should be used for rehabilitation financing. This will help deal with the problem of spot deterioration in otherwise sound areas.

Code enforcement would be available to prevent deterioration from becoming widespread. Exterior house painting would be provided for those who cannot afford or perform this aspect of maintenance.

Although environmental blight is not rampant in areas needing preservation it is more than a simple nuisance. Therefore resources should be made available in several key areas to help residents carry out improvement projects such as alley clean-ups. Additionally, weed control and general sanitation ordinances must be enforced in a highly systematic manner.

General land use patterns must support residential stability. Both the comprehensive neighborhood plans, in specific terms, and the City's comprehensive plan, in policy terms, will articulate strategies for attaining this goal. Inclusion of these strategies in the City comprehensive plan will enable decision making in many areas (such as zoning and transportation) to be sensitive to preservation needs.

As the City grows, second-ring neighborhoods often experience declining income levels, a less favorable investment climate, and encroaching blight. Through its comprehensive planning process, Fort Wayne will be developing policies and programs to balance growth. Neighborhood preservation areas would probably be the first beneficiaries when that objective begins to be realized.

#### Stabilize and Begin to Revitalize Deteriorating Neighborhoods Near the Downtown Area

In Fort Wayne, neighborhood decline as expressed in the deterioration of physical and social resources is concentrated in neighborhoods surrounding the CBD. (See Figure 6 ). The large supply of housing in these areas is threatened by blight and the general environment is plagued with problems and certainly lacking in many facilities and amenities that make



neighborhoods decent places to live. Although the processes of decline have been going on for many years, and are severe in some cases, these central city neighborhoods already contain many standard housing units, provide decent housing for many people, especially low and moderate income persons, have strengths and most definitely have the physical and social resources for becoming viable residential neighborhoods. With their substantial housing stock, public facilities, and central location, these neighborhoods are at the core of the community's geographic and historical identity. Consequently, the bulk of the City's community development effort must be directed at their stabilization and revitalization.

Types of Revitalization As much as they are alike, these neighborhoods do vary in their degree of deterioration. Therefore, the basic comprehensive neighborhood revitalization program has to be adjusted to fit the particular needs of the neighborhoods. One method is extensive rehabilitation. This activity is for neighborhoods with particularly severe needs. The main goal is to stop the spread of blight, stabilize portions of the neighborhoods, and provide needed assistance, especially to low and moderate income residents. A great deal must be directly done through public action before conditions reach the point where revitalization can be thoroughly carried out by private efforts. A second basic method is where revitalization efforts build on already strong resources. Trouble spots are stabilized and brought up to the quality of stronger areas. This should create a climate where private efforts can be seen as having a reasonable chance for taking hold and completing the revitalization process. Leveraging of private capital is more likely to occur. While the process is the same, the time and amount of assistance required is not. Finally, there are neighborhoods

or portions of neighborhoods where physical decline is combined with rapid economic and racial transition. Here the aim is to stabilize the physical and social environment. Efforts to strengthen the housing market become crucial.

Identification of Target Neighborhoods Seven central city neighborhoods have been selected as comprehensive neighborhood revitalization areas. They are all experiencing considerable physical and economic decline although it has occurred in varying degrees between each and within their own boundaries. Two are former Neighborhood Development Program (NDP) neighborhoods (East and West Central) and one is undergoing rapid social transition (Oxford). Hanna-Creighton is bounded on all sides by deterioration. LaRez, Nebraska, and Northwest Central show decline but are adjacent to stable areas. Thus their future is crucial to the still mostly stable second-ring neighborhoods. All of these neighborhoods are old and along with the CBD they form the core of Fort Wayne. They provide much of the City's housing stock, especially for low and moderate income persons, and their prospects as viable residential areas mean a great deal to the whole community.

Detailed Revitalization Objectives The stabilization and revitalization strategy aims to achieve the long-term objectives of conserving and improving the housing supply; assisting low and moderate income people to secure and maintain decent housing; encouraging a social and economic mixture of central city residents; creating a decent living environment by direct action to provide and maintain adequate public facilities, eliminate blight, expand economic opportunities, foster economic development, promote reinvestment by the private and public sectors, stabilize the housing market, encourage a geographically balanced economic mix, halt massive social transitions, retain population, protect and develop residentially supportive land use relationships and develop resident and

community confidence in the neighborhoods and their future. While these are major long-term objectives, they represent an effort to come to terms with the wide range of factors that are resulting in decline. Not all can be directly achieved. Some overlap and their attainment will help bring about the others. Yet, each is important and necessary for building decent and viable neighborhoods.

A principal objective is improving the condition of the existing housing stock. 730 units should be rehabilitated in the next three years. This will require rehabilitation programs to assist homeowners and landlords, housing code enforcement, direct rehabilitation of vacant, deteriorated units, and the stimulation of private interest in getting housing up to code by general neighborhood improvement that shows that conditions are improving.

Concurrent with the improvement of deteriorating housing, it is necessary to ensure the maintenance of standard housing. Housing improvement financing should be available for general property improvements as well as code compliance. The housing code should be enforced to keep decent units from deteriorating. Lending institutions should be involved in central city housing maintenance and improvement through loan leveraging. This should have the benefit of expanding their central city commitment and thereby encouraging their continuing investment. In turn, the flow of funds should expand for maintenance, rehabilitation and general improvement. Many people, especially the elderly, own decent housing but find it difficult to maintain. They could be directly assisted in maintenance activities such as exterior painting and winterization. Private maintenance efforts, which represent significant fiscal investment, would be supported by improvements to the overall environment including open areas and public facilities. The program aim of attempting to keep population

in the central city can cut into the vacancy rates and thereby cut down on the deterioration of sound units caused by vandals or the lack of care that comes from the lack of use.

A related housing quality objective is the provision of more standard housing, especially for low and moderate income persons. Clearly, the rehabilitation of substandard units will help accomplish this. New housing should also be developed. Ownership opportunities should be increased by making deteriorated but saveable structures available for those with the ability to carry out rehabilitation and maintenance. Housing Counseling is a necessary public service to support this objective. People need assistance in securing housing, learning how to be effective homeowners, avoiding defaulting on their mortgages, and being involved with a housing rehabilitation program. The enforcement of fair housing laws should be aggressively pursued, which will help people obtain decent housing under more favorable conditions than otherwise possible. Expanded economic opportunities for low and moderate income persons will give people the needed financial capacity for securing and maintaining decent housing. Finally, part of the City's planning program will be a housing component to continuously assess conditions and identify methods for securing and locating more housing for those with special needs.

The stabilization of the housing market is an important long-term objective that requires a comprehensive approach. General improvement will help stop the plummeting of housing values thereby protecting current investments and encouraging new investment. As lending institutions expand their commitment to the neighborhoods through loan leveraging, they will have more reasons to support the mortgage market and protect their already existing home improvement and mortgage investment.

Rehabilitation financing will give some people an incentive to stay in the neighborhoods. Their stability should add to the overall stability, making the areas better places to invest for housing. Comprehensive city planning can help by promoting policies supportive of balanced growth. The central city areas should benefit from the more even growth that could replace the current boom and bust pattern of the central city and the outer ring or fringe.

Public facilities must be adequate and well maintained to have a supportive and qualitatively acceptable physical environment. Needed facilities, such as parks and residential street lights, should be installed as planning dictates. Deteriorating curbs, sidewalks and alleys should be replaced as resources allow. Whenever appropriate these elements may be redesigned to solve identified neighborhood problems thereby making the declining neighborhoods more liveable. These improvements will be carefully focused into special impact areas in order to enhance the accompanying concentrated code enforcement and housing rehabilitation financing. This is intended to bring about readily visible, substantial improvements that should help build resident confidence. Comprehensive neighborhood plans containing an analysis and set of recommendations for public facilities must be prepared for each comprehensive neighborhood revitalization area. These plans can suggest solutions to problems and special opportunities in the public facility infrastructure. A realistic implementation schedule would serve as a guidepoint so that the plans can lead to actual improvements in the ways the neighborhoods function.

Environmental blight has to be removed from the neighborhoods. This can be accomplished by strong enforcement of existing city weed control and general sanitation ordinances by the City-County Board of Health. Some direct clean-up must be undertaken but more emphasis will be placed

on providing the physical and material resources to assist residents in cleaning their own property. Special improvement projects for vacant lots could also be undertaken. Comprehensive neighborhood planning can be used to identify projects and opportunities in the areas of public open space as well as the development and use of natural resources in such a manner as to complement the residential environment.

Physical blight has to be eliminated from the declining neighborhoods. Demolition would be used when there is no feasible way to rehabilitate a housing structure. Vacant and badly deteriorated housing structures can be recirculated through homesteading or acquisition and direct rehabilitation. Economic development activities can do the same for commercial structures. Badly deteriorated public facilities (curbs, sidewalks, etc.) should be repaired or replaced.

A fundamental long-term objective is to stimulate increased levels of public and private investment. Community Development funds are not sufficient for all needed physical development. It is important to realize that decline is a direct manifestation of a lack of investment. This dynamic must be turned back and revitalization achieved through reinvestment. The housing rehabilitation financing objective depends upon homeowner investment in structural improvements. Rehabilitation loan money leveraged through the City's lending institutions can provide a greatly expanded resource to allow this reinvestment. The accomplishment of this objective should be expedited by the enforcement of fair housing and anti-redlining laws. Other tools, such as site value taxation should also induce more investment in neighborhoods. Concentrated improvements in impact areas should spur on private investment by creating internal success areas in each neighborhood. Comprehensive neighborhood planning would identify needed public investments. The city comprehensive planning process

should also examine policies that could lead to increased investment in the central city.

Economic development at the neighborhood level is another long-term objective of the City's strategy. Neighborhood businesses should be given access to technical assistance, as needed. More significantly, financial packages using resources from such sources as the Small Business Administration or the Economic Development Administration can be put together for revitalizing neighborhood commercial strips, starting neighborhood support businesses, and recycling existing commercial facilities. This will contribute to overall revitalization by involving the entire community and not just residential elements, by bringing new vitality into the neighborhoods, and by creating jobs for residents.

A related economic objective is expanded economic opportunities for low and moderate income residents. Economic development activities can provide jobs. The direct maintenance activities (house painting and winterization), the environmental action program and a pre-apprenticeship training program will all provide jobs and training through the CETA program, which directly impacts low and moderate income households.

The City's revitalization strategy is not intended to displace lower income people but rather to attempt in bringing about a more balanced income mix. Rehabilitation financing will provide an incentive for middle income people to keep their central city homes. Secondly, these people will be influenced by the general improvements to be undertaken. They can begin to see their central city investments as worth keeping. Indirectly, careful implementation of the strategy can also encourage other middle income people to move into some neighborhoods in order to rehabilitate and utilize housing which is too large to economically maintain by

lower income households.

Racial and economic transitions have to be evened out. An excessive number of people fleeing can lead to a collapse of the housing market. This hurts all as the new homeowners may buy inexpensively but the future value of their investment is bleak. Dramatic economic transitions are especially hard on the housing stock as the number of owners drop and maintenance problems are concentrated. To combat this, improvements should be made in a rapid change area. This should show people that the neighborhood does not have to deteriorate when it undergoes social change. Hopefully some people will than stay and keep up their property.

Another long-term objective that has to do with the movement of people is retention of the City's population. In order to accomplish this, immediate steps have to be taken to create an environment that people will want to stay in by encouraging rehabilitation of housing, providing new housing, eliminating blight, providing adequate public facilities, and increasing private investment. This objective would also be supported by programs and policies implemented through the comprehensive planning process that encourage balanced growth. Such policies could lead to a slowing of the drain of population out of the central City and into the outer ring or fringe areas.

Land use patterns conducive to residential uses have to be protected or created where conflicts exist. As old areas, the central City neighborhoods are replete with certain detrimental mixed uses that are incompatible with sound residential uses. Comprehensive neighborhood planning can directly attack this problem. Neighborhood planning will result in



proposed policies to guide future zoning and land use decisions in such a way as to achieve the same objective.

Much of Fort Wayne's revitalization strategy depends upon the actions of private property owners. Therefore, a basic long-term objective is the restoration of resident and community confidence in the future of the central city. Concentrated improvement areas, or impact areas, within neighborhoods will be used to demonstrate that conditions can be changed. Secondly, neighborhood associations will be supported as they work with residents to increase interest and involvement. The associations and residents should be heavily involved in the planning process (both neighborhood and city-wide) so that through participation in decisions concerning their area, they will increase their confidence in their property, their neighborhoods and themselves.

In short, the stabilization and revitalization program has many interrelated and mutually supportive long and short term objectives. It aims for direct improvement, for stimulating private efforts and for creating a climate favorable to positive neighborhood change and development.

#### Support Redevelopment Actions in the Central Business District and in Certain Neighborhoods

Redevelopment should be used only on a limited basis in small areas of neighborhoods which generally require extensive rehabilitation but have pockets of severe blight and dilapidation. It should also be a major part of the CBD revitalization process. Under the City's Downtown Plan, the entire CBD will be subject to new development, rehabilitation, public facilities improvement and other interrelated actions.

The objective in residential areas is to bring severely blighted or

unused land back into use as sites for housing and other neighborhood support activity. In the short term, two NDP sites have already been cleared but await productive use. Both are priority locations for Section 8 new elderly housing. The NDP plan calls for residential use, probably 210 units, for one site. The other is centrally located on a main thoroughfare that serves as a neighborhood support corridor. Forty units are proposed along with a community center and parking to serve those facilities and nearby businesses.

Downtown revitalization is intended to restore the CBD as the office, service, entertainment, cultural and general activity core of the City. The CBD also serves as a retail and employment resource for the adjacent residential neighborhoods. These functions are also important functions to conserve, enhance and stimulate. Public and private investment in the CBD is already substantial enough so that revitalization efforts should concentrate on making full use of those facilities and services, thereby slowing the demand for new facilities elsewhere.

Downtown redevelopment should involve land acquisition and re-use; new facilities; rehabilitation of structures; rebuilding parts of the infrastructure such as curbs, sidewalks and lighting; leveraging private investment; encouraging economic development and improving transportation linkages.

Short-range objectives would include the redesign and replacement of public facilities such as curbs and sidewalks to create a more pedestrian oriented environment. Also, such resources as Urban Development Action Grants should be considered to provide a public stimulus for other more substantial private developments proposed. Employment of other tools such as tax abatement, tax increment financing and a local development corporation would also enable many key investments in downtown to be made.

### Develop Policies Which Promote More Balanced Growth Throughout the City

One thing that negatively affects central city residential neighborhoods and the CBD is the fact that these areas are losing population and investment dollars while the outer ring and suburban fringe areas are experiencing growth. This process not only weakens the central city but also strains the City budget as service costs increase but tax revenues lag. Central city land sits idle, housing ages and is not replaced, commercial activity diminishes and public facilities (curbs, sidewalks, etc.) deteriorate as limited resources are used elsewhere for new items.

One objective of the City's comprehensive plan will be the development of policies to promote balanced growth throughout the entire urban area. The plan will analyze and propose various tools for achieving this goal when future decisions must be made pertaining to transportation, water and sewage facilities, changes in the property tax system (site value taxation), annexation, the more efficient use of existing facilities, land use zoning and other regulatory functions, and other activities that might come before the City Plan Commission.

In addition to programs already described that should aid investment and growth in the central city (see Revitalization/Stabilization), a city-wide neighborhood analysis will be undertaken to identify areas for future treatment and attention as more or less cohesive units. This should enable the City to direct development resources at areas before blight and disinvestment become entrenched.

To develop policies for balanced development comprehensive neighborhood plans will specify policy directions within sub-areas concerning land use patterns, public facilities and services, housing and economic development. Neighborhood plans will address the varying needs in sub-

areas both within the central city core and on the developing edge of the City. Each plan will be developed with respect to the City-wide need for more balanced development patterns.

#### PROJECTS AND ACTIONS TO IMPLEMENT OBJECTIVES

The long and short term objectives concerning neighborhood revitalization which were described in the earlier section can be further developed into the actual programs, projects and actions necessary for their accomplishment. Although there are any number of program or project types which can be used to carry out these sets of objectives, the City of Fort Wayne in its strategy development has focused on a number of key programs and activities with which to affect neighborhoods needing improvement. These actions are listed and described below.

#### Neighborhood Stabilization and Revitalization Areas

Concentrated Housing Code Inspections As the initial step in the City's housing rehabilitation program, code inspection and enforcement is necessary for identifying needed housing improvements and setting in motion rehabilitation. Comprehensive inspections in an impact area, along with complementary capital improvements, encourages owners to invest in their property since it assures some degree of general improvement. Although inspections will be focused in impact areas they will be generally available on a greater than normal frequency in all portions of the revitalization/stabilization neighborhoods. Code inspection and enforcement has been part of the CD Program from the start. Roughly 100 houses per target neighborhood per year will be inspected as part of the impact area strategy.

Funding resources: Community Development Block Grant

Neighborhood Care Housing Rehabilitation Loans and Grants The Neighborhood Care Program will continue in each comprehensive neighborhood

revitalization area. This program provides long-term low interest housing rehabilitation loans for those with limited payback ability. Loans are available throughout concentrated revitalization areas. Coordination with code enforcement and capital improvements in special impact areas is also undertaken to encourage participation in rehabilitation financing programs. Greater efforts will be made to encourage rehabilitation of rental housing through use of the incentives available to landlords. The goal is to rehabilitate approximately 200 units a year with this program.

Funding resources:	Community Development Block Grant
	Section 312 Rehabilitation Loans
	Section 8 lease subsidy program
	(rental housing only)

Rehabilitation Subsidies At the present time, the demand for direct loans exceeds the capacity of Neighborhood Care, Inc. Therefore, the City will work with local banks to develop a process for using CDBG funds to leverage private monies for low interest rehabilitation loans. This will increase the loan capacity of Neighborhood Care. It will also actively involve local lenders in the stabilization/revitalization areas and increase their commitment to the future of those areas. FHA insurance programs can be used as a loan guarantee mechanism in many cases.

Program implementation should be in either the Fifth or Sixth CDBG program year.

Funding resources:	Community Development Block Grant
	Private lending institution funds
	FHA Title I Insurance

Emergency Housing Rehabilitation Loans This project is the continuation of a program to meet the urgent needs of homeowners with a critical housing defect. Loans are provided to take care of immediate housing problems that pose a threat to the health or safety of the dweller. Further rehabilitation assistance is provided after the emergency situation is

solved. The activity helps maintain decent housing units and supports general rehabilitation. It is anticipated that there will be an average of 30 emergency loans made per year under this program.

Funding resources: Community Development Block Grant

Urban Homesteading Homesteading is already a part of the housing rehabilitation program. It helps solve the problem of abandoned housing and makes homeownership possible for many who could otherwise not achieve that goal. Abandoned and deteriorated units are purchased and then turned over at a nominal cost to people who take the responsibility for making needed improvements. When necessary, homesteading rehabilitation loans are also provided. Units are improved, homeownership is made possible, private investment is increased and the housing market is strengthened.

Neighborhood Care will purchase approximately 15-20 units per year for this purpose. Homesteaders needing assistance in rehabilitating units are encouraged to apply for the program.

Funding resources: Community Development Block Grant  
Revenue Sharing

Acquisition and Direct Rehabilitation Substandard units will be acquired by Neighborhood Care and either directly rehabilitated or demolished. When directly rehabilitated, the units will be used principally for emergency housing and generally returned to standard condition. This saves housing units and helps those with immediate needs. Some of the rehabilitation work will be done by pre-apprentice training program enrollees, thereby helping expand their economic opportunities. Units would be purchased for demolition only as necessary, when low income homeowners are unable to pay for the demolition of a condemned structure, and no other disposition is feasible. Benefits still accrue because existing blight is eliminated. It is anticipated that several units will be purchased per year

for direct rehabilitation and 30 units per year will be acquired for demolition.

Funding resource: Community Development Block Grant  
CETA labor

Relocation This activity is a necessary tool for assisting those displaced by demolition. It principally benefits lower income families whose house proves unsuitable for rehabilitation and must be demolished. Relocation helps develop decent housing opportunities, especially for low and moderate income persons, since it gets them out of substandard housing and into decent dwelling units. Approximately 30 families will be assisted per year.

Funding resources: Community Development Block Grant  
Minimum Housing (local)

Paint Project Low and moderate income elderly and disabled persons will be the main program beneficiaries. A continuation of previous year's efforts, the program will employ CETA enrollees and use CDBG funds to buy paint for exterior house painting. The program assists home maintenance and has a highly visible and psychologically uplifting effect upon homeowners and neighbors alike. It also employs many neighborhood residents. Between 100 and 125 houses should be painted each year.

Funding resources: Community Development Block Grant  
CETA labor

Winterization To assist low and moderate income homeowners in meeting housing maintenance expenses, Community Development resources will be used to coordinate a winterization program. The Allen County Economic Opportunity Council will provide materials and CETA funding will be used for labor. These workers are often from the affected neighborhoods.

Funding resources: Community Development Block Grant  
Allen County Economic Opportunity Council  
CETA

Housing Counseling This activity will provide an opportunity for low and moderate income families to obtain knowledge and information which can help insure their housing stability. Counseling areas include rehabilitation methods and financing, and budget and credit counseling. Information on all available housing programs and opportunities is also given. Assistance is provided to participate in the Neighborhood Care Loan Program, to homesteading applicants, to relocatees, to those seeking housing programs information and to default and delinquency referrals.

Counseling makes rehabilitation program implementation possible. It supports the entire program by dealing with the people who are experiencing problems that result in physical conditions other activities are trying to ameliorate.

Funding resources:	Community Development Block Grant HUD housing counseling grant Title XX grant
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Neighborhood Capital Improvements After the neighborhood association and planners have worked together to determine an impact area, both will plan together the specific and needed site improvements. The typical capital improvement project includes curb and sidewalk construction, residential lighting installation, and recreational area development. Resident priorities are carefully considered and projects are designed to solve specific problems. These activities improve the general environment and support housing investment.

Funding resources:	Community Development Block Grant Revenue Sharing City funding Property assessments
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Neighborhood Environmental Action A variety of activities related to neighborhood environmental improvement will be provided to support housing improvement activities. Activities involved are special bulk trash pick-ups



for elderly, handicapped and female-headed households; clearance of lots vacant from demolished structures; and grading and seeding for open space or special recreational use. Low income CETA workers will be used, and there will also be work participation by neighborhood residents. Residents will also participate in planning new environmental improvement actions. These actions will be coordinated with the Weed Control Program and the enforcement of the general sanitation ordinance.

Funding resources:	Community Development Block Grant
	CETA
	City-County Health Department

Housing Planning The development of the Housing Assistance Plan (HAP) as well as a City-wide housing element are major activities within this category. The City Housing Plan should identify and document needs for housing of all types, allocate geographically all needed housing and develop implementation procedures or priorities. The HAP should seek to implement City-wide policies by targeting resources and setting goals in the short range.

Funding resources:	Community Development Block Grant
	City Budget

Local Development Corporation (LDC) The LDC being proposed would be a not-for-profit corporation organized for the purpose of promoting and assisting economic development. Such a corporation could undertake any or all of the following activities:

- 1) provide direct loans to businesses,
- 2) participate with local banks in providing loans to businesses,
- 3) guarantee bank loans for businesses,
- 4) utilize direct Small Business Administration loans to assist small business,
- 5) provide management advice to businesses, and
- 6) purchase and develop land for commercial and industrial uses.

The LDC could use these tools to assist in the revitalization of neighborhood commercial areas.

Such revitalization would have three effects. First, it could eliminate a blighting influence on the neighborhood. Secondly, the revitalization of the neighborhood's commercial areas could provide jobs for neighborhood residents as local businesses improve and expand their operation. Employment and increased income will allow more residents to secure and maintain decent housing. Third, this activity should provide greater services and amenities. Consequently, the neighborhoods would become better places to live and more attractive for private rehabilitation and new investment.

It will take some time to set the LDC in motion. Hopefully, the corporation can be organized, assistance priorities set and initial funding received within the next year.

Funding resources:

Community Development Block Grant  
Revenue Sharing  
Small Business Administration  
Private funding

Commercial District Capital Improvements In addition to economic assistance to developing or existing businesses, some older commercial districts within central city neighborhoods require special treatment in the way of capital improvements, selective acquisition and demolition and beautification. This not only serves as an incentive to private investment in structures and businesses, but also provides an attractive commercial environment conducive to neighborhood shopping. It is hoped that initial efforts in this regard can begin within a two year period.

Funding resources:

Community Development Block Grant  
City funding  
Property assessments

Economic Redevelopment Planning Planning will be required to institute the LDC and to follow through on projects and programs proposed by the City's Overall Economic Development Program. Economic Development

Planning should also support comprehensive neighborhood planning. This activity has been started and should continue with adequate funding.

Funding resources:	Community Development Block Grant EDA 302(a) Economic Development Planning grant
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Fair Housing Monitoring This activity is necessary to assure that local, state and federal statutes regarding fair housing are enforced. Fair housing activities would involve monitoring of housing practices, investigations of complaints, counseling of potential victims of questionable practices and the taking of legal recourse, if warranted. It is hoped that these activities can lead to less discrimination in housing, more opportunities for decent housing for minorities and fewer practices that lead to racial concentration and radical economic or racial neighborhood transitions. Community Development resources would be used to supplement the staff of the Metropolitan Human Relations Commission.

Funding resources:	Community Development Block Grant Metropolitan Human Relations Commission CETA
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Neighborhood Planning Comprehensive neighborhood planning involves two major functions. First, it is used to assure that the comprehensive neighborhood revitalization areas have full technical assistance in the planning and implementation of Community Development related projects. Planners provide technical expertise and guidance in impact site selection, capital improvement planning, environmental action program implementation and housing improvement program planning.

The second principal function is the preparation of comprehensive neighborhood plans. These plans will specify neighborhood community development needs and articulate a strategy for meeting those needs. Subjects to be dealt with (where applicable) include public facilities, housing, transportation, land use, social services, economic development, and special opportunities and problems. The plan will include pro-

posals for governmental and private actions that will enhance neighborhood viability. Neighborhood plans can be used as a benchmark to measure the effectiveness of implementation efforts in present target neighborhoods. Concurrently, increasing neighborhood planning attention will be shifted from present target neighborhoods to neighborhoods in the central City with significant improvement needs but which are not currently targeted for concentrated improvement activities.

Funding resources: Community Development Block Grant  
City funding

Comprehensive City Planning The City's comprehensive plan will propose goals, policies and implementation tools to guide the development and maintenance of Fort Wayne. One aspect of this plan is neighborhood revitalization. This segment will propose a wide range of tools that can be used to achieve stabilization and revitalization. When the plan is adopted by the City Plan Commission and City Council, proposed policies should begin to guide the routine decision making process. Significant portions of this plan will be used to direct and organize a substantial amount of work toward achieving neighborhood stabilization/revitalization. Adoption of portions of the plan is scheduled to begin in late 1978.

Funding resources: Community Development Block Grant  
City funding  
HUD 701 Comprehensive Planning Grant  
EDA 302(a) Economic Development  
Planning Grant  
CETA

Program Administration The CD Program cannot operate without Neighborhood Care personnel and other administrative staff. This includes counselors, rehab technicians, finance officers, housing inspectors, administrative and support staff and materials.

Funding resources: Community Development Block Grant  
HUD Housing Counseling Grant

Title XX Grant  
CETA  
City funding

Neighborhood Preservation Areas

Spot Housing Code Enforcement Code enforcement will be available on a case-by-case and surveillance basis to enable a steady effort of maintenance of housing stock and encouraging the correction of isolated cases of deterioration outside of revitalization.

Funding resources: City-County Minimum Housing

Neighborhood Care Housing Rehabilitation Loans Housing rehabilitation financing to low and moderate income homeowners will be made available in areas outside of comprehensive neighborhood revitalization areas. Although these loans will be triggered by emergency situations, sufficient funds will be provided to bring housing to code and make other needed improvements when desired. This will enable the City to begin improving spot deterioration in stable areas. With the Neighborhood Care loan process already in place, this program can begin immediately upon funding at a rate of approximately 30 houses per year.

Funding resources: Community Development Block Grant

Neighborhood Environmental Action A variety of activities will be provided to improve the non-structural environment in stable areas bordering comprehensive neighborhood revitalization areas: special bulk trash pick-ups for elderly, handicapped and female-headed households; clearance of lots vacant from demolished structures; and grading and seeding for open space or special recreational use. Lower income CETA workers will be used, and there will also be work participation by neighborhood residents. Residents will also participate in planning new environmental improvement actions. These actions must be coordinated with the Weed Control Program

Funding resources: Revenue Sharing  
City funding

## City-wide Neighborhood Analysis and Comprehensive Neighborhood Plan-

ning When a complete analysis is done of the City's neighborhoods, some areas will undoubtedly show signs of more significant decline. These neighborhoods will then use the comprehensive neighborhood planning process to specifically identify problems, needs, directions and policies which should be used when resources are available to target them in a more concentrated manner.

Funding resources:	Community Development Block Grant
	City funding

### Redevelopment Areas

New and Substantially Rehabilitated Housing Using the HUD Section 8 New Construction Program, new housing will be constructed on two sites cleared under the NDP Program (See HAP). This should expand housing opportunities and help revitalize the surrounding neighborhood. For the East Central site 210 units for elderly have been requested and 40 units for elderly for a site in West Central.

There also exist short term opportunities to encourage developers in recycling existing unused and deteriorating buildings for housing purposes. This opportunity may be particularly appropriate in the downtown revitalization area.

Funding resources:	Section 8 New Construction Program
	Section 8 Substantial Rehabilitation Program

Capital Improvements Along with new housing and a community center, a support parking lot that can also serve commercial uses will be constructed on the West Central site. (See revitalization activities).

Funding resources:	Community Development Block Grant
	Private Donations

Downtown Semi-mall Fort Wayne's Downtown Redevelopment Plan includes the construction of a semi-mall for the pedestrianization, beautification

and aesthetic treatment of 15 blocks of Calhoun and Wayne Streets, the main commercial streets of the CBD. This project ties together and complements major Downtown Revitalization Program projects (funded from other sources) such as a civic center, new hotel, Summit Square Office Tower (I & M/People's Bank) and a conservatory/botanical garden.

Funding resources:	Community Development Block Grant
	Urban Development Action Grant
	Redevelopment Bond
	Economic Development Grant
	Revenue Sharing

#### STRATEGY FOR IMPROVEMENT OF COMPREHENSIVE NEIGHBORHOOD REVITALIZATION AREAS

Seven neighborhoods have been designated for the comprehensive neighborhood stabilization and revitalization program described earlier. Oxford, Hanna-Creighton, LaRez, East Central, West Central, Nebraska and Northwest Central have all experienced significant decline, have major community development and housing needs and significant concentrations of low and moderate income persons. The Community Development program has to be strategically implemented to address the unique character and needs of each. Comprehensive neighborhood planning will assist this process and identify the total range of programs and policies essential for each neighborhood's stabilization and revitalization.

Neighborhood associations are active in each of the seven comprehensive revitalization areas. All capital improvement projects are planned in conjunction with the associations. In fact, the projects frequently originate through the associations themselves. The associations assist Neighborhood Care, Inc. in the development of policy for the housing rehabilitation program. They also help implement the program by directly encouraging residents to participate in the code enforcement and the rehabilitation financing elements. When comprehensive neighborhood plans are pre-

pared, the associations will help develop resident involvement and interest, consider alternative problem solutions and development proposals, make sure that the plan is generally acceptable, assist in presenting the plan to City policy bodies such as the City Plan Commission, have specific implementation assignments and finally, play a major role in conducting follow-up and monitoring functions. Upon implementation of community development activities, the associations will participate in evaluations concerning CD program direction and effectiveness.

#### OXFORD NEIGHBORHOOD REVITALIZATION STRATEGY

Racial and economic transition in the Oxford neighborhood has resulted in lower income levels, dropping housing values, higher vacancy rates and structural deterioration of housing. Besides the restoration and preservation of housing in the neighborhood, it is essential that confidence be restored, white flight stemmed, private investment increased, middle income people given reasons to stay in the neighborhood and the housing market returned to good health.

##### Revitalization Objectives

Public investment in public facilities and rehabilitation financing should be used to restore confidence in the neighborhood. It is imperative that assistance be provided to those who want to make a commitment to the area by improving their property. This commitment has to be supported by improvements to public facilities. These investments should show people that the physical condition of Oxford is getting better, that government and residents are involved in improving the neighborhood and that the ongoing transition does not have to result in deterioration.

At this time, physical conditions are deteriorating from north to south. Beginning at the edges of Weisser Park (a significant resource



located virtually in the middle of the area of deterioration), public improvements, code enforcement and rehabilitation financing have been and will continue to be concentrated in adjacent residential areas. Eventually, the concentrated impact area treatment will move towards Oxford's northern boundary: the badly deteriorated commercial strip on Pontiac Street. When the LDC begins its work, Pontiac Street may be an appropriate area for assistance. To eliminate severe blight, an aggressive program of selective demolition is being developed.

One program of particular importance to Oxford is going to be Fair Housing Assistance and Monitoring. This program can directly help Oxford by confronting problems that may have contributed to drastic racial change in the neighborhood. Property values and the overall health of the housing market should benefit from this as well as the individuals who may be encountering possible discrimination and other unfair practices.

In addition to these activities, the full range of neighborhood stabilization and revitalization activities will be available to further community development objectives and assist those in need. These projects should support the concentrated effort and substantially improve conditions in Oxford. Thus, Oxford can become a more attractive place to live for all, especially those who might have left otherwise.

The Oxford Neighborhood Association has been active in working to build a community spirit so that people are not overwhelmed by the ongoing transition. While a full range of neighborhood improvement activities are being contemplated now, the association will particularly be moving forward to involve the community in crime prevention. This should help alleviate the fear associated with social and economic transition.

In Oxford, neighborhood planning can take the role of directing Community Development activities and articulating the projects and programs that will produce the climate needed for market stability.

## Revitalization Programs and Activities

Concentrated Housing Inspections  
Neighborhood Care Housing Rehabilitation Loans and Grants  
Rehabilitation Subsidies  
Emergency Housing Rehabilitation Loans  
Urban Homesteading  
Acquisition & Direct Rehabilitation  
Relocation  
Paint Project  
Winterization  
Housing Counseling

Neighborhood Environmental Action  
Housing Planning  
Capital Improvements  
Local Development Corporation  
Commercial District Capital Improvements  
Economic Development Planning  
Fair Housing Monitoring  
Comprehensive Neighborhood Planning  
Comprehensive City Planning  
Program Administration

## HANNA-CREIGHTON NEIGHBORHOOD REVITALIZATION STRATEGY

Hanna-Creighton is one of the areas of greatest decline in Fort Wayne's Community Development program. It is a neighborhood that must be stabilized soon. Otherwise, blight will destroy its viability as a residential area and the prospects for rehabilitation will evaporate. Unfortunately, the area suffers from a general sense of hopelessness and the community's tendency to consider Hanna-Creighton as an area with a bleak future.

### Revitalization Objectives

Community Development activities are geared to preventing the area from becoming completely dilapidated. This will require direct improvements, increased resident involvement in maintenance and improvement and the fostering of a community realization that Hanna-Creighton has the potential for providing many low and moderate income housing opportunities.

Community Development activities will focus on a small area where a positive effect can be achieved. Accomplishments here ought to show people that the future can be good in Hanna-Creighton and that private and government investment can have an impact. Scattered activities, such as rehabilitation loans and general environmental improvements, will be used to assist those with serious needs and to slow further blight.

So far, capital improvements have been implemented in an area immediately adjacent to a redevelopment project consisting of a cooperatively owned and managed housing project (Rainbow Terrace), a successful private low and moderate income apartment complex (Eden Green), a new school and a new YMCA. Rainbow Terrace is conducting its own improvement project and the Old Fort YMCA is a focal point for neighborhood activities. Continued work in this impact area should take advantage of these positive elements and build a stable section of Hanna-Creighton.

Future concentrated efforts will proceed in a similar manner, assisting areas where there has been public and private investment and maintaining contiguity with the stabilized core wherever possible. Code inspections, demolition, rehabilitation financing, exterior house painting, and weatherization are complementary elements that will also be used to assist the entire neighborhood. Environmental improvement projects will play an important role in Hanna-Creighton by turning the eyesores left by demolition into attractions by eliminating the general mess that plagues the area, and by helping elderly, disabled and other needy people who are present in great numbers.

Many of the employees for the environmental impact and paint programs come from Hanna-Creighton. Therefore these CETA programs aid in some way by expanding economic opportunities.

Commercial resources in Hanna-Creighton are limited. Since Pontiac Street is a shared boundary with Oxford, use of the LDC concept can have a significant impact on both neighborhoods. The LDC can assist local businessmen in obtaining financial help, coordinate physical development and help entrepreneurs to establish neighborhood oriented enterprises. Jobs for area residents should result as economic vitality returns to the area.

As in other comprehensive neighborhood revitalization areas, the neighborhood association will receive assistance. The primary goal, in addition to assisting with Community Development decision making and programming, will be to involve and educate people. It is important to let people know that somebody is concerned and that assistance is available.

Comprehensive Neighborhood Planning must go beyond the Community Development and propose solutions to both the immediate physical problems and the structural long term problems of Hanna-Creighton.

#### Revitalization Programs and Activities

Concentrated Housing Inspections	Neighborhood Environmental Action
Neighborhood Care Housing Rehabilitation Loans and Grants	Housing Planning
Rehabilitation Subsidies	Capital Improvements
Emergency Housing Rehabilitation Loans	Local Development Corporation
Urban Homesteading	Commercial District Capital Improvements
Acquisition & Direct Rehabilitation	Economic Development Planning
Relocation	Fair Housing Monitoring
Paint Project	Comprehensive Neighborhood Planning
Winterization	Comprehensive City Planning
Housing Counseling	Program Administration

#### EAST CENTRAL NEIGHBORHOOD REVITALIZATION STRATEGY

Directly adjacent to the Central Business District, East Central is a neighborhood with severe housing and development needs (See Figure 5 ). A great percentage of housing units need rehabilitation and the concentration of low and moderate income persons has resulted in a wide range of problems.

#### Revitalization Objectives

The first priority in East Central is to make the neighborhood a better place to live by eliminating blight, improving public facilities, housing the the general environment. More decent housing for low and moderate income people is needed as well as the development of a positive

attitude. As these improvements take effect, a supportive climate for maintenance, rehabilitation, investment and revitalization can develop.

Rehabilitation financing and associated housing activities, including demolition or unsalvageable structures with supportive environmental improvement projects, will be used throughout East Central. However, the focal point for concentrated and coordinated activities will be the extensive street redesign and park development on Summit Street. Summit Street is one of East Central's strongest residential areas since Lincoln National Life rehabilitated roughly 30 houses on Summit and in the adjacent area. Further concentrated code enforcement, rehabilitation financing, and public improvements will be implemented in areas contiguous to the Summit Street project. The strategy is to build upon this distinctive feature and source of neighborhood pride. This should heighten the impact of the comprehensive neighborhood stabilization and revitalization program.

To directly create more low and moderate income housing in East Central a redevelopment project on an NDP site will be complete by the construction of 210 units of Section 8 elderly housing. This not only helps to house elderly residents, but it gets land back into productive use and represents reinvestment in the neighborhood.

Economic development activities that produce jobs can benefit East Central by providing employment for some of the many unemployed that live there. Additionally, the paint project and the environment improvement program employ East Central residents through the CETA program.

Besides the needs associated with extensive decline, East Central faces serious land use, transportation and other development issues created by its proximity to rail lines, the CBD and major traffic corridors. These issues, along with strategies for accelerated revitalization and dealing with associated economic and social problems, will

be addressed by the comprehensive neighborhood plan.

#### Revitalization Programs and Activities

Concentrated Housing Inspections	Housing Counseling
Neighborhood Care Housing Rehabilitation Loans & Grants	Neighborhood Environmental Action
Rehabilitation Subsidies	Housing Planning
Emergency Housing Rehabilitation Loans	Capital Improvements
Urban Homesteading	Local Development Corporation
Acquisition & Direct Rehabilitation	Economic Development Planning
Relocation	Fair Housing Monitoring
Paint Project	Comprehensive Neighborhood Planning
Winterization	Comprehensive City Planning
	Program Administration

#### LAREZ NEIGHBORHOOD REVITALIZATION STRATEGY

Besides the serious deterioration problems in LaRez, the neighborhood's location makes its stabilization essential for the whole City. The declining CBD is to the north, Hanna-Creighton to the east, Oxford to the south and east, and some substantial residential areas starting to show decline are to the west and south of LaRez.

#### Revitalization Objectives

The principal objective in LaRez is to stop decline at its source in the neighborhood and to begin building a decent living environment. Although there are areas of only moderate decline, the instances of severe blight must be eliminated and rehabilitation undertaken where housing deterioration is becoming extensive, if a decrease in the spread of deterioration over the long run is hoped for.

Stabilization activities will be concentrated in an area adjacent to Hanna-Creighton and Oxford. This will take advantage of community development projects in those two areas and increase the chances for securing a sizeable section of the central city. Capital improvements, code enforcement and rehabilitation financing are the specific elements to be emphasized in this impact area. The remaining elements of the comprehensive neighborhood revitalization program will be undertaken

there and throughout LaRez.

The LaRez Association is working to develop a citizen's crime patrol to help prevent crime. Since crime and the fear of crime have such a strong influence on decline in LaRez, this program will greatly support physical development activities.

LaRez faces a special problem posed by the fact that the City's principal north-south traffic corridor bisects the neighborhood. Expansion of those arterials within the corridor is being considered by transportation planners. Any action concerning this possibility should be integrated into other development activities and neighborhood preservation criteria. This particular need as well as the overall need to develop a strategy for dealing with the myriad characteristics and problems of LaRez makes it essential to prepare a comprehensive plan for the neighborhood.

#### Revitalization Programs and Activities

Concentrated Housing Inspections	Neighborhood Environmental Action
Neighborhood Care Housing Rehabilitation Loans and Grants	Housing Planning
Rehabilitation Subsidies	Capital Improvements
Emergency Housing Rehabilitation Loans	Local Development Corporation
Urban Homesteading	Commercial District Capital Improvements
Acquisition & Direct Rehabilitation	Economic Development Planning
Relocation	Fair Housing Monitoring
Paint Project	Comprehensive Neighborhood Planning
Winterization	Comprehensive City Planning
Housing Counseling	Program Administration

#### WEST CENTRAL NEIGHBORHOOD REVITALIZATION STRATEGY

Situated to the west of the CBD, West Central includes areas of great need as well as an historically significant area with vast residential resources and potential. The commercial corridor on Broadway supports the neighborhood and presents definite opportunities for development and stimulation.

### Revitalization Objectives

The objective in West Central is to preserve the special character area and to rehabilitate the more deteriorated areas. The neighborhood is strong enough that governmental action can be reasonably expected to leverage enough private investment for the neighborhood to be revitalized and become viable.

Already, capital improvements and code enforcement have been undertaken in an area adjacent to the strongest residential area in West Central. Future capital improvements are targeted for one relatively stable area and for another that is badly deteriorated. In the latter area, code enforcement and supportive rehabilitation financing will be focused to improve housing. Concentrated code enforcement is also proposed for a largely rental area to facilitate rehabilitation.

A key element of West Central's revitalization will be a project involving the construction of 40 Section 8 elderly units to be located on the Broadway NDP site. Community Development funds will complement this project by providing for a parking lot that can serve the new housing, commercial establishments on Broadway and a new community center to be partially funded with previous year's CDBG monies. Considering the potential of this multiple-use project adjacent to the neighborhood's commercial district, it seems that Broadway should prove particularly appropriate for LDC activities. Success here, as well as in the remaining residential oriented revitalization activities should begin to work the completion of the bulk of concentrated efforts by the program in West Central.

Unlike the other comprehensive revitalization areas, West Central has a Plan Commission-approved neighborhood plan. Therefore, neighborhood planning efforts should be used to refine and update the plan and help measure the need for future Community Development activities.



### Revitalization Programs and Activities

Concentrated Housing Inspections	Neighborhood Environmental Action
Neighborhood Care Housing Rehabilitation Loans and Grants	Housing Planning
Rehabilitation Subsidies	Capital Improvements
Emergency Housing Rehabilitation Loans	Local Development Corporation
Urban Homesteading	Commercial District Capital Improvements
Acquisition & Direct Rehabilitation	Economic Development Planning
Relocation	Fair Housing Monitoring
Paint Project	Comprehensive Neighborhood Planning
Winterization	Comprehensive City Planning
Housing Counseling	Program Administration

### NEBRASKA NEIGHBORHOOD REVITALIZATION STRATEGY

Located just west and north of West Central, Nebraska is spatially characterized by its component sub-areas being bounded by intersecting rail lines. Besides the varying land uses which this pattern suggests, the neighborhood also experiences different degrees of housing deterioration. The worst decline is in the center of the neighborhood. Areas within the remainder of Nebraska are markedly better and the housing just to the north of Nebraska is stable.

### Revitalization Objectives

Clearly, the neighborhood to the north would benefit by the stabilization of Nebraska. Given the fact that Nebraska also faces difficult land use conflicts, it is important to use community development resources to assist in stabilization by providing needed amenities, rehabilitation financing, code enforcement and other activities that will directly improve the neighborhood. Activities should help to develop pride and commitment as well as to encourage private investment. With a strong ripple effect from direct community development projects, total revitalization can become a reality.

Since housing and general deterioration have been the greatest in the center of Nebraska, that core has been targeted for concentrated capital

improvements and code enforcement with supportive rehabilitation financing. The psychological effects have been great as people throughout the neighborhood see the improvements. At this time, impact area treatment will be shifted to a sub-area of severe deterioration greatly lacking in amenities. This area is directly adjacent to some of Nebraska's best housing and the stable area to the north of the neighborhood. Success here could do a great deal to change the neighborhood's image and trigger even greater rehabilitation within the remainder of Nebraska. Other comprehensive revitalization activities throughout Nebraska will serve to amplify the ripple effects from the impact areas.

Because of Nebraska's location along rail lines it contains numerous industrial and transportation facilities. West Main Street runs through the middle of Nebraska and is an active commercial corridor. Economic development activities can address both elements and result in both productive use and re-use of existing structures to the benefit of the community and neighborhood, and stimulation of West Main as a neighborhood support street.

Neighborhood planning in Nebraska must come to terms with land use and transportation conflicts, outline methods for preserving industrial facilities, take advantage of natural resources such as the St. Mary's River, and establish the integrity of residential areas.

#### Revitalization Programs and Activities

Concentrated Housing Inspections  
Neighborhood Care Housing Rehabilitation Loans and Grants  
Rehabilitation Subsidies  
Emergency Housing Rehabilitation Loans  
Urban Homesteading  
Acquisition & Direct Rehabilitation  
Relocation  
Paint Project  
Winterization  
Housing Counseling

Neighborhood Environmental Action  
Housing Planning  
Capital Improvements  
Local Development Corporation  
Commercial District Capital Improvements  
Economic Development Planning  
Fair Housing Monitoring  
Comprehensive Neighborhood Planning  
Comprehensive City Planning  
Program Administration

## NORTHWEST CENTRAL NEIGHBORHOOD REVITALIZATION STRATEGY

Northwest Central geographically links the declining core, including the CBD, with highly stable areas on the fringe. The southern section is badly deteriorated, the central area has declined but is certainly capable of revitalization, and the northern portion is showing the initial stages of decline.

### Revitalization Objectives

Stabilization of the southern portion, extensive treatment in the middle section, and strategic rehabilitation activity in the north will benefit low and moderate income residents, directly deal with blight, stop the spread of blighting influences and significantly address neighborhood decline in the Northwest quadrant of Fort Wayne.

Conservation will be anchored to stable areas north of the neighborhood by making available code enforcement and rehabilitation financing on a case by case basis. Closer to the central area, proposed capital improvements should help stimulate private investment. Capital improvements have already been installed in part of the middle section along with comprehensive code inspection and enforcement, rehabilitation financing, other housing improvement programs and environmental improvement activities. This work is currently being extended to cover all of that section of Northwest Central. When stabilization is attained and the revitalization momentum is underway, the concentrated element of the program will be shifted south into the weakest area. Area-wide use of most stabilization and revitalization activities should arrest blight while the areas of concentration are being worked on.

Wells Street is one of the most diverse neighborhood support commercial strips in Fort Wayne. However, because of change pressures created by road developments and because of general neighborhood decline,

there has been disinvestment and deterioration along Wells. Therefore, LDC planning and implementation could target resources to Wells Street and its business community.

The Northwest Central Association is completing a land use and transportation plan for the neighborhood and will be taking an active role in comprehensive neighborhood planning. Remaining aspects of neighborhood structure and life such as housing, utilities, police and fire protection, are also slated for inclusion in the planning process.

#### Revitalization Programs and Activities

Concentrated Housing Inspections  
Neighborhood Care Housing Rehabilitation Loans and Grants  
Rehabilitation Subsidies  
Emergency Housing Rehabilitation Loans  
Urban Homesteading  
Acquisition & Direct Rehabilitation  
Relocation  
Paint Project  
Winterization  
Housing Counseling

Neighborhood Environmental Action  
Housing Planning  
Capital Improvements  
Local Development Corporation  
Commercial District Capital Improvements  
Economic Development Planning  
Fair Housing Monitoring  
Comprehensive Neighborhood Planning  
Comprehensive City Planning  
Program Administration

PART IV  
HOUSING STRATEGY

Fort Wayne's housing needs are described in the community profile and by the narrative summary of community development and housing needs in Part II. In general, the basic needs are (1) structural improvement of deteriorated units, (2) elimination of dilapidated structures, (3) preservation of standard housing units, (4) economic assistance for home maintenance by low and moderate income homeowners, (5) more decent units for low and moderate income persons, (6) greater private investment for housing improvements and mortgages in declining neighborhoods, (7) increased housing value in the declining neighborhoods, (8) stabilization of the homeownership market so that entire areas do not become rental dominated, (9) emergency housing units for the temporarily displaced, (10) decreased vacancy rates in declining and transitional neighborhoods, (11) a general strengthening of the central city housing market with housing investment in the central city as well as the outer ring and fringe areas so that Fort Wayne's growth is not skewed entirely to peripheral areas and (12) better economic mix of dwellers in the central city so that the City is not thoroughly economically segregated.

HOUSING QUALITY

Structural Improvement of Deteriorated Units

Concentrated code enforcement and spot inspections will encourage rehabilitation. The Block Grant will provide rehabilitation financing to

property owners wanting to bring their houses to code and to make general property improvements. Other resources such as Section 312 rehabilitation loans and Section 8 lease subsidies will also be used to encourage rehabilitation. Some deteriorated structures that are unused will be acquired and provided to homesteaders who will then be required to invest rehabilitation money in the units. Other structures will be purchased and directly rehabilitated before being sold on the open market. When houses are suffering from severe lack of painting and are owned by low and moderate income elderly or disabled families, the paint program, which uses CETA labor and Block Grant purchased paint, will solve the problem. Finally, the general effect of the comprehensive stabilization and revitalization program should be to create a climate of improvement and stimulate private rehabilitation efforts.

#### Elimination of Dilapidated Structures

Demolition will be used only when rehabilitation is deemed impossible. Since the goal is to increase the number of standard units, demolition will be used as a tool of last resort.

#### Preservation of Standard Units

Code inspection and rehabilitation financing for general improvements will be used to make sure that standard units remain that way and that maintenance becomes feasible for low and moderate income homeowners as well as other qualifying homeowners. Block grant and Section 312 loans will fund rehabilitation. Weatherization assistance will also help accomplish this need.

### HOUSING ECONOMICS

#### Economic Assistance for Home Maintenance by Low and Moderate Income Homeowners

Section 312 loans, direct rehabilitation loans and grants, direct

maintenance through the paint program and weatherization will help people in need maintain their housing.

#### More Decent Housing Opportunities for Low and Moderate Income Persons

All activities that improve substandard housing will accomplish this goal. Additionally, Section 8 new construction will directly add units. Housing counseling and Fair Housing monitoring will help people find decent housing and keep it. Neighborhood development in low and moderate income areas will also expand housing opportunities. Section 8 rental assistance will help low and moderate income residents secure housing in existing standard housing units.

#### Greater Private Investment

Rehabilitation loans use federal money to get homeowners to invest their own money. In the future, lending institutions will hopefully be induced to invest in housing rehabilitation through a leveraging of CDBG funds. This program will change patterns of disinvestment and increase the private financial market commitment to central city housing. As the central city improves and private investment increases, neighborhoods will begin to attract mortgage money as people decide to buy houses in the area. Policies developed through the city comprehensive plan (for example site value taxation) should complement and stimulate the process.

#### Increased Housing Value

Increased housing value cannot be implemented by a specific set of projects. However, depressed values in the central city are indicative of a weak market, lack of confidence, poor general conditions and severe decline. Neighborhood revitalization should work to the point where central city houses are worth as much as comparable houses elsewhere. Retention and investment by non-low income persons and subsequent deconcentration of income and neighborhood problems is part of this process. The housing

stock of the city is such that an invigorated housing market and revitalized neighborhoods should not displace low and moderate income households. There is only one area in a predominately low and moderate income neighborhood where this could happen (West Central). In that instance, the impact area is small and the houses not economically conducive to maintenance by low and moderate income homeowners. To the extent possible, Section 8 lease subsidies can artificially help lower income families compete in the rental housing market in that area.

### HOUSING MARKET AND SUPPLY

#### Increased Homeownership

As areas in the central city become increasingly renter occupied, maintenance and stability decline. By assisting low and moderate income homeowners in maintaining their property, the program will make it possible for these people to keep their homes. Urban homesteading and acquisition-rehabilitation-disposition activities will directly increase homeownership. Rehabilitation financing for general property improvements can entice some people into keeping their central city houses instead of moving into larger or more comfortable ones elsewhere. Also, some suburbanites may even be induced to buy and move into homes in some central city neighborhoods.

#### Emergency Housing Units

Every year, some low and moderate income people are displaced or without housing for any of variety of reasons. Neighborhood Care, Inc. will maintain several housing units suitable for temporary housing for such persons. Counseling will then help them in finding more permanent quarters.

#### Decreased Vacancy Rates

Residential abandonment plagues several central city neighborhoods.



This is indicative of a poor real estate market and a general lack of confidence. Housing values in trouble areas are pushed down even further as owners desperately try to sell their properties. As additional units become vacant, they are not used because no one wants to live in the affected area, owners cannot recover their investment, or the vacant units are not suitable for habitation.

Certainly as a symptom of the larger market problem, high vacancy rates are dealt with when that problem is conquered. However, the rates are also an intrinsic problem. Homesteading and acquisition, direct rehabilitation, and Fair Housing monitoring and enforcement can help. Yet the basic solution will have to be the revitalization of neighborhoods.

#### Strengthen the Central City Housing Market

Currently, Fort Wayne suffers from a collapsed housing market in several central city areas and a booming market in the fringe areas. This accelerates decline and leads to sometimes wasteful dispersion of public facilities to accommodate expansion. A strengthened central city housing market should bring money back into the central part of Fort Wayne, should protect private investment, lead to more balanced growth, and continue revitalization and secure it in areas that are coming back.

Direct improvement through rehabilitation and a coordinated revitalization program, growth management and regulatory policies implemented through the comprehensive planning process, and increased institutional investment through the LDC and the leveraging of rehabilitation funds should all help shape up the private real estate market.

#### Economic Mix in Central City

An improved housing market and increasingly viable central city neighborhoods can help retain and attract middle income people. This

should in turn reinforce the housing market, change community attitudes, deconcentrate income related problems and further accelerate renewed viability of neighborhoods. No major projects are planned to bring in higher income dwellers, but rather the intent is to tie individual household decisions to housing size and quality.

PART V  
COMMUNITY FACILITIES AND PUBLIC IMPROVEMENTS STRATEGY

A significant amount of Community Development funds have been and will continue to be used to provide needed neighborhood facilities (community centers) and public improvements such as parks, neighborhood open space, curb and sidewalk repair or replacement and residential street lighting. These projects are designed to ameliorate problems, meet identified community needs, eliminate blighting influences and support housing rehabilitation. Systematic planning precedes implementation as neighborhood plans are integrated into other city plans.

ACTIONS IN COMPREHENSIVE NEIGHBORHOOD REVITALIZATION AREAS

Needs Assessment and Project Identification

Once target neighborhoods are selected, neighborhood planners work with residents to develop comprehensive neighborhood plans. These plans should identify needs by examining current conditions for deterioration, deficiencies and opportunities. Resident perceptions are also important. Finally, existing plans, such as the Parks Master Plan, must also be consulted to find out what other specialists have determined the needs to be.

Once this information is synthesized, alternative solutions should be developed and then examined for feasibility and acceptability to residents as well as relevant implementers. Part of this process is the selection of special capital improvement impact areas. Projects are concentrated in these areas to complement comprehensive code enforcement and

housing rehabilitation financing. Impact areas are selected on the basis of need, contiguity with previous improvement areas and the potential for significant rehabilitation success. The plan should include an implementation timetable and funding strategy for impact areas and other improvements. Design recommendations and project priorities are also needed.

#### Project Implementation

The block grant will be used to fund impact area improvements in each neighborhood on the approximate timing of one such area per program year. It may also be desirable to integrate Revenue Sharing, local funds and property assessments in the financing schemes. Residents should be involved in the implementation process so that the projects meet their needs and have greater psychological impact.

The neighborhood plans should also coordinate other public agency investments in the comprehensive neighborhood revitalization areas. For example, when the block grant funds curb and sidewalk repair on a street, the plan could program adjacent street repairs using the City-funded street repair program.

Through its Board of Works and local construction requirements, the City makes sure that public improvements such as new curbs and sidewalks are accessible and useable by handicapped persons.

#### PUBLIC IMPROVEMENTS IN OTHER AREAS WHERE THE MAIN BENEFICIARIES WILL BE LOW AND MODERATE INCOME PERSONS

#### Needs Assessment and Project Identification

Fort Wayne's city-wide neighborhood analysis should reveal areas that have significant concentrations of low and moderate income persons. Physical development needs, including those relating to recreation, open space, streets and streetscape and neighborhood facilities, should also be revealed.

These areas can then be examined more closely by using the comprehensive neighborhood planning process.

### Project Implementation

As long as block grant funds are so limited, capital projects in non-targeted areas cannot be funded from that source. The neighborhood plan must then identify other funding mechanisms. Therefore, coordination with public agencies is going to be crucial. Once community development needs are met in comprehensive neighborhood revitalization areas these other areas could be considered for more focused treatment using block grant resources.

## SUPPORT FOR HOUSING ASSISTANCE ACTIVITIES

### Comprehensive Neighborhood Revitalization Areas

Housing assistance activities principally take place in neighborhood revitalization areas. Improvements to public facilities (curbs, sidewalks, etc.) in those areas are specifically intended to complement housing rehabilitation or production and to make a better living environment for those receiving or affected by housing activities. Specific types of supportive capital improvement projects are impact areas in revitalization target neighborhoods and direct improvements to redevelopment sites that are intended for new housing construction.

### Preservation Areas

Public improvements in housing preservation areas are not going to be directly funded with the block grant. However, public improvements can be funded by other sources as proposed and coordinated by the neighborhood plans prepared for these areas. These improvements can be strategically located to strengthen emerging weak areas in the housing stock.

PART VI  
ECONOMIC DEVELOPMENT STRATEGY

A great deal of initial planning effort has been made within the last year in formulating an economic development program for Fort Wayne. The first product of this effort has been the completion of the City's Overall Economic Development Program. The major economic development needs and proposed activity priorities presented in this part are taken from that Program. There is still a significant amount of detailed planning to be done to fully realize economic opportunities; however, the major direction of future activities can be summarized.

THE MAJOR NEEDS FOR ECONOMIC DEVELOPMENT IN FORT WAYNE

Fort Wayne's needs for economic development can be divided into three categories. There are those needs that concern the lack of opportunity for area residents, those that relate to the flow of commercial and industrial businesses from the City to the surrounding area, and those that address the cost of living for the City's low and moderate income residents. There is, of course, a good deal of overlap among these three categories, but they will be used as a basis for future discussion of Fort Wayne's economic development needs.

NEEDS RELATING TO THE AREA'S LACK OF ECONOMIC OPPORTUNITY

This set of needs relates to jobs, preferably those that offer advancement opportunity, both within the City and in the area outside the City. It

is important that these jobs be accessible to the City's low and moderate income people. Three needs that can be identified under this category include the need for training programs, a program to attract new industry and to retain existing industry, and a study of the City's land needs.

#### Job Training Programs

Job training is needed to help low and moderate income people develop the skills that they need to get jobs that will pay them a living wage and offer them a chance to advance from their low to moderate income status. This training should be especially accessible to youth as they are the people most in need of job skills.

#### Retaining and Attracting Industry

A program is also needed both to retain Fort Wayne's existing industries and to attract new industries to the area. Retaining existing industries is important in that existing jobs are the core of the area's economy and that roughly 90% of the area's new jobs come from the expansion of existing industry. Regardless of the efforts placed on maintaining the existing industrial base, there is bound to be some loss of local firms because of changing economic conditions. To offset this anticipated loss and to keep pace with the natural growth in the labor force, efforts must be made to encourage non-local firms to locate in Fort Wayne.

#### Study of Industrial Land Needs

If existing industries are going to expand and new industries are going to move into the area, there must be sufficient land for industrial growth. A study of industrial land and vacant industrial buildings both inside the City and in the surrounding area is necessary. This study should focus on industries' present and projected needs. These needs should include the size of the parcel, its location and the City services required by industry. The adequacy of the area's inventory of existing

industrial land in meeting the expansion needs of industry must be addressed.

#### NEEDS RELATING TO STEMMING THE FLOW OF INVESTMENT FROM THE CITY TO THE COUNTY

Overall, the Fort Wayne area is not really growing. Any decision to locate in the area surrounding the City is a decision not to invest inside the City limits. In other words, since real growth is limited, growth in the urbanized area surrounding the City comes at the expense of the City. If the City is to remain viable, a set of programs must be devised to make investment inside the City at least as attractive as investment in the area surrounding the City. This is important both to maintain the City's tax base, and to provide accessible job opportunities for Fort Wayne's low and moderate income residents. Specifically, there are five major economic development needs in this category. These are a program to encourage certain types of industry to locate in the City, a capital improvements program to help provide proper utilities and improvements to inner city commercial and industrial sites, a set of location incentives, a program to rehabilitate the central business district, and a program to help revitalize neighborhood commercial areas.

#### Encouraging Industrial Locations Within the City

More businesses, especially certain types of industry, are needed within the City limits. These industries are needed to provide jobs for inner city residents, especially low and moderate income residents, that are either within walking distance or are accessible by public transportation. These industries would also help to stabilize the City's tax base and provide investment in areas of the City that are presently experiencing considerable disinvestment. The location of industries within the City is also important to the City from a fiscal and land use standpoint, because when industry locates in areas that already have public utilities, the



City's utility companies save considerable capital improvements money. There is a need to encourage the recycling of the considerable number of vacant industrial buildings in the City. A land needs study should be made to include vacant industrial buildings.

#### Capital Improvements Programming

The second need in this category is a program of capital improvements to make inner City sites more attractive to industries. Basically, what this amounts to is providing enough access and utilities to these sites to make them competitive with the larger, cheaper sites in the surrounding county.

#### Taxation Incentives

Several different types of taxation incentives are needed to complement the capital improvements program. The first of these is something to make it unprofitable to keep commercial and industrially zoned land vacant. A property tax that taxed land at a higher rate than improvements would accomplish this. The Department of Community Development and Planning is conducting a study of the impacts of a tax of this type. Another taxation incentive that is needed is a set of very specific, temporary tax abatements. These would make it possible for the City to provide a business with an incentive, to locate in a specific area in the City. The Indiana State Assembly has declared it possible for a city to define certain redevelopment areas within its boundaries. Within these areas a city can give limited tax abatements.

#### Revitalization of the Central Business District

A fourth reinvestment need is revitalization of the downtown area of Fort Wayne. This area was once the major office and shopping area of the County, but due to a complex set of circumstances, including cheap land

outside the City, parking problems, transportation difficulties and climate controlled malls, it has declined considerably. Presently, it is characterized by vacant deteriorated buildings and vacant storefronts, and is in danger of losing much of its little remaining retail sector. Several major office buildings anchor the downtown area, but more investment is needed, and something must be done to revitalize retail activity in this area. The retail sector in the downtown is important because it has the potential of providing a shopping center that is near many inner city neighborhoods, and reinvestment in the central business district will aid revitalization efforts in the surrounding low and moderate income areas.

#### Neighborhood Commercial Revitalization

The other commercial revitalization need is in neighborhood commercial areas. The same pressures that have caused the decline of the central business district have caused a corresponding decline in neighborhood commercial areas of the City. If any real neighborhood revitalization is to take place in Fort Wayne, investment must be made in the commercial areas of low and moderate income neighborhoods to complement the investment being made in the housing stock of these areas. There also should be stores and employment opportunities near the homes of the City's low and moderate income residents.

#### NEEDS RELATING TO CUTTING THE COST OF LIVING FOR FORT WAYNE'S LOW AND MODERATE INCOME PEOPLE

No matter how many programs there are to bring jobs and investment into the City, there are still going to be some residents who fall into the low and moderate income range. These people have a great deal of trouble providing the basics of food and shelter. One way to help them meet these needs is to make their cost of living lower. Simply stated, there is a need to lower the cost of food, clothing and shelter for low and moderate income persons. Two of the specific cost of living problems

that these people have are the high cost of energy and transportation.

#### SIGNIFICANT ECONOMIC DEVELOPMENT POTENTIALS, PROBLEMS AND OPPORTUNITIES

There are many potentials for economic development, but an analysis by the City's planning staff found that because Fort Wayne is an older manufacturing center, most of the potentials for economic development were being adequately exploited by a well developed private sector. The job of the City in this case must be to create potential. Many of the needs identified in the previous section are designed to do this. The other set of needs is designed to remove some of the constraints to private development. Some of the potentials that need to be created are inner city industrial sites, commercial and retail development in the downtown and in the neighborhoods, and the recycling of vacant industrial and commercial buildings.

Among the constraints that need to be eliminated are the lack of tax incentives and the incentive that the present tax system gives to underutilizing city land. There are a great many other factors that impede private development that the City can do nothing about. Generally, these factors are characteristic of older manufacturing centers. Examples of these factors are high energy costs, low productivity per dollar wage ratios, and old multi-story facilities. These impediments must be recognized and dealt with. The best way to deal with them is to minimize them by providing incentives that counterbalance these problems.

#### ACTIVITIES PROPOSED TO FURTHER ECONOMIC DEVELOPMENT

For the purpose of this narrative, two main types of activities will be identified. These are activities that are block grant activities and

those that are related activities which complement Fort Wayne's Community Development Block Grant objectives.

#### BLOCK GRANT FUNDED ACTIVITIES

The first direct Block Grant activity is a set of three training programs that are run by Neighborhood Care, Inc. Other activities with proposed block grant funding include the downtown semi-mall project, the institution of a local development corporation and the home winterization program.

##### Neighborhood Care Training Programs

The first two Neighborhood Care training programs described are coordinated with local educational institutions. First is the Vocational Education Program that Neighborhood Care runs in consort with the local school system. Neighborhood Care buys houses that vocational education students rehabilitate. Neighborhood Care then sells these houses to low and moderate income people at cost. The second program, the Pre-apprenticeship Program, is a three-way effort. Neighborhood Care buys houses which Indiana Vocational Technical College students rehabilitate. These students are paid by CETA. A third program, the Summer Paint Program, though not formally a training program, provides training to low and moderate income youth. This is a joint CETA-Neighborhood Care program. Neighborhood Care buys paint and supplies and does administrative work for crews of CETA workers that paint the houses of low and moderate income people.

##### Downtown Semi-Mall Project

In this year's proposed Block Grant budget is \$200,000 for partial funding of a downtown semi-mall. The estimated cost of the semi-mall is \$990,000. The remaining \$790,000 will come from revenue sharing and EDA

funds. This semi-mall is an integral part of a multi-year plan for the injection of public funds into the central business district. These funds will be used to induce private investment in an effort to stimulate activity in the downtown area. Other funding for implementing the overall plan will come from subsequent years' Block Grants, the Economic Development Administration, UDAG, the Fort Wayne Convention Authority, the civil city budget, revenue sharing and other federal, State and local funds. Other activities in the Downtown Plan include a civic and convention center/hotel/theatre/parking garage complex, two parking garages which will leverage private investment in the form of office buildings on two sites, rehabilitation loans and grants for store fronts in the downtown, new housing, and the rehabilitation of Old City Hall.

#### Local Development Corporation (LDC)

A local development corporation to leverage loans from the Small Business Administration for neighborhood commercial areas has been proposed by the Fort Wayne Economic Development Task Force. Originally this activity was to be funded from the Block Grant. Because of poor timing and of competition from other activities, this program did not get into this year's budget. It is hoped that initially it will be able to be funded with revenue sharing funds and that when Block Grant funds become available they will be able to be reprogrammed into the LDC. This program will complement Neighborhood Care's housing rehabilitation loan program, and if it is coordinated with capital improvements, it should help keep stores and jobs in the target neighborhoods.

#### Home Winterization Program

The final Block Grant economic development activity is the Winterization Program. This program is a joint effort of Neighborhood Care, the Allen County Economic Opportunity Council and CETA. CETA provides workers

to winterize the homes of low and moderate income persons, the Allen County Economic Opportunity Council provides the materials, and Neighborhood Care provides administration for the program. It is hoped that this program will eventually become a maintenance and repair program also. In this case it would provide help to do minor maintenance for elderly and handicapped people who cannot afford to pay to have it done and who cannot do it themselves. This work must be for residents of the target neighborhoods and is restricted to simple maintenance.

#### RELATED CITY ACTIVITIES

There are five main City activities that, though not funded through the Community Development Block Grant, could act to meet many of the needs described in the first section. These are the Horizons Council, a study of the City's land needs, the site value tax proposal, capital improvements programming, the annexation program, and selective tax abatements.

##### Horizons Council

The Horizons Council is an organization formed to strengthen the local economy, primarily through industrial recruitment. The Council is composed of individuals from both the private and public sectors. Using funds contributed by the City, the County, and private firms, the Council has hired three full-time persons and is proceeding with a number of programs. The activities of the Council include the promotion of the area to outside firms and handling industrial prospects. In addition to their industrial recruitment work, the Council is also concerned with working to retain existing industry.

##### Industrial Land Needs Study

The City's Department of Community Development and Planning staff, in

consort with the staff of the Allen County Plan Commission, plans to study the adequacy of the area's vacant industrial and commercial zoned land. This adequacy would be measured by comparing available land to anticipated development needs.

#### Site Value Tax

A study of the impacts of the site-value tax has been completed and enabling legislation has been introduced to the State legislature. A site value tax would make it less profitable to hold vacant land in the City.

#### Capital Improvements Programming

Capital Improvements Programming has been re-initiated in the City. When this program is instituted, it will be possible to use capital improvements as an economic development tool.

#### Annexation

The City's annexation program, if it achieves its goals, will help to equalize the tax burden throughout the urbanized area. This will eliminate the tax disadvantage that the City has presently.

#### Tax Abatement

The last non-Block Grant activity is tax abatement. The Indiana State legislature has passed a legislation that enables communities to declare certain areas redevelopment areas. The Fort Wayne Redevelopment Commission is working to define redevelopment areas.

#### Section 8

There are obviously a great deal more activities needed to meet the needs described in the first section of this paper. The most obvious gap is in the area of reducing the cost of living for low and moderate income residents, though Section 8 helps fulfill part of this need. One of the tasks of the Department of Community Development and Planning will be to

devise more program activities to meet the needs of low and moderate income residents.

#### PERMANENT JOBS CREATED BY PROPOSED ECONOMIC DEVELOPMENT

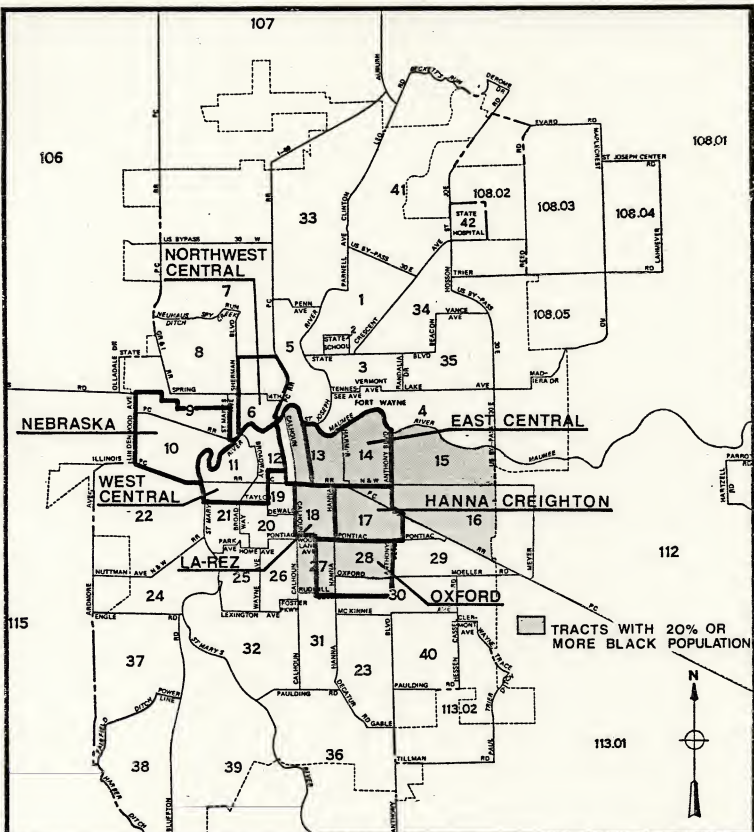
In most instances, it is not really possible to estimate the number and types of jobs expected to result from economic development projects. The reason for this is that most of Fort Wayne's economic development projects are either just beginning or are in the planning stage. One project that is far enough along to project employment figures for is the downtown semi-mall. There are presently 26,200 square feet of vacant retail and 71,300 square feet of vacant office and support space along the proposed semi-mall strip. The aim of the semi-mall project is to help retain the existing retail jobs, create new job opportunities and fill the vacant retail and support space. By encouraging the use of other resources and leveraging schemes to make needed public improvements and to stimulate private investment, consistent with the overall downtown revitalization plan, the creation of over 600 new employment opportunities is possible. This will enhance the tax base and create shopping as well as entertainment opportunities adjacent to low and moderate income target neighborhoods.

Training programs have been discussed in the previous section.

#### DEVELOPER INTEREST OR COMMITMENT

Showing evidence of commitments for new or expanded facilities is difficult for the same reasons that predicting the number of new jobs is difficult. All of these projects are in the planning stage. The only real commitments that are in any way related to block grant funded activities are commitments for new office buildings in the central business district. There also has been considerable interest from neighborhood businessmen in a long and capital improvements program to help them with their set of special problems.





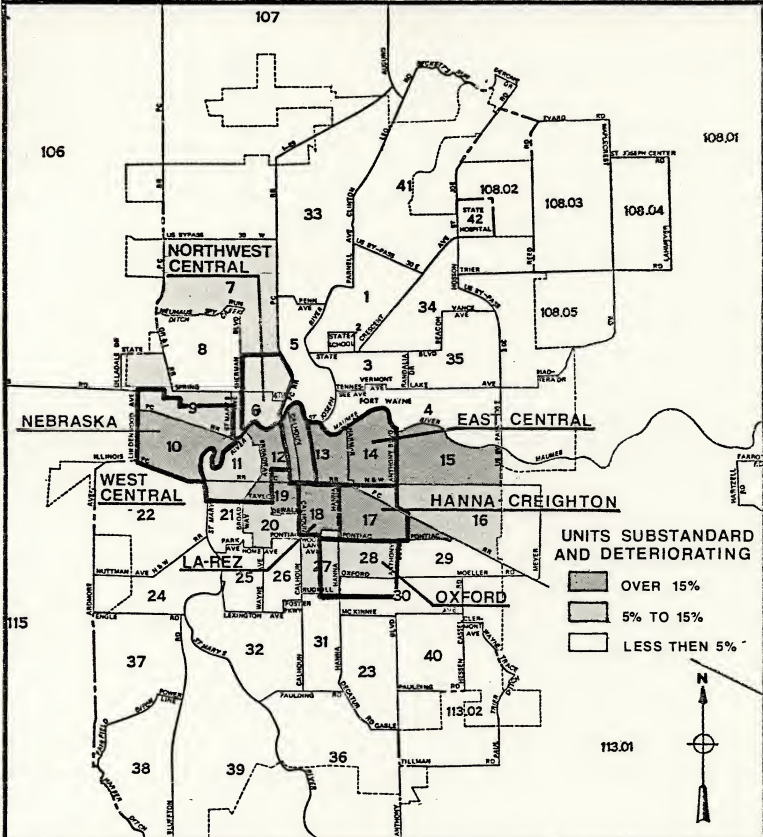
# CONCENTRATION OF BLACK POPULATION

SOURCE: 1970 CENSUS

CITY OF FORT WAYNE

DEPT. OF COMMUNITY DEVELOPMENT AND PLANNING

Figure 4



## SUBSTANDARD AND DETERIORATING HOUSING

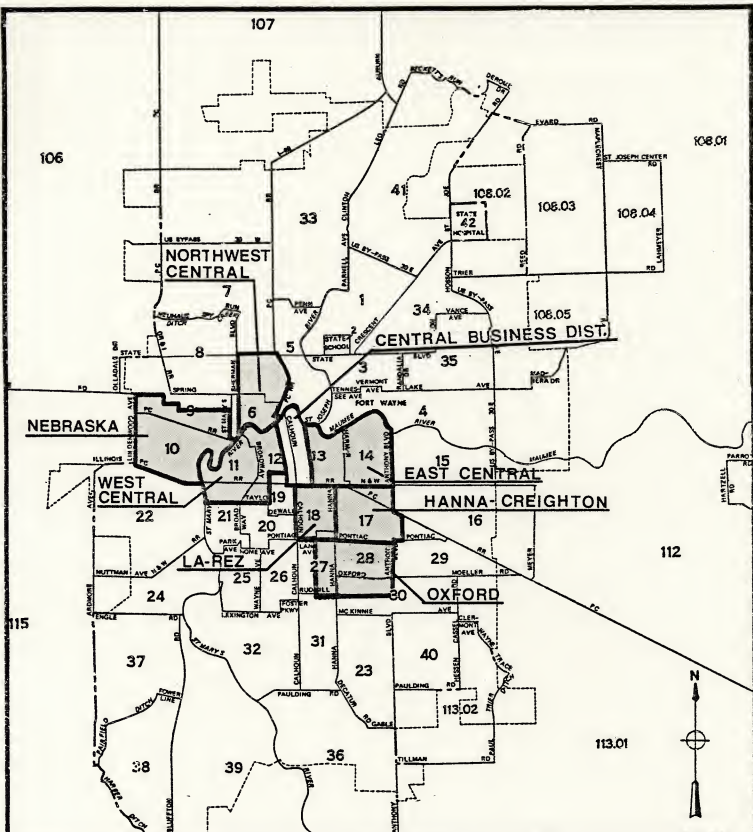
SOURCE: 1976 HOUSING CONDITION SURVEY

CITY OF FORT WAYNE

DEPT. OF COMMUNITY DEVELOPMENT AND PLANNING

Figure 5

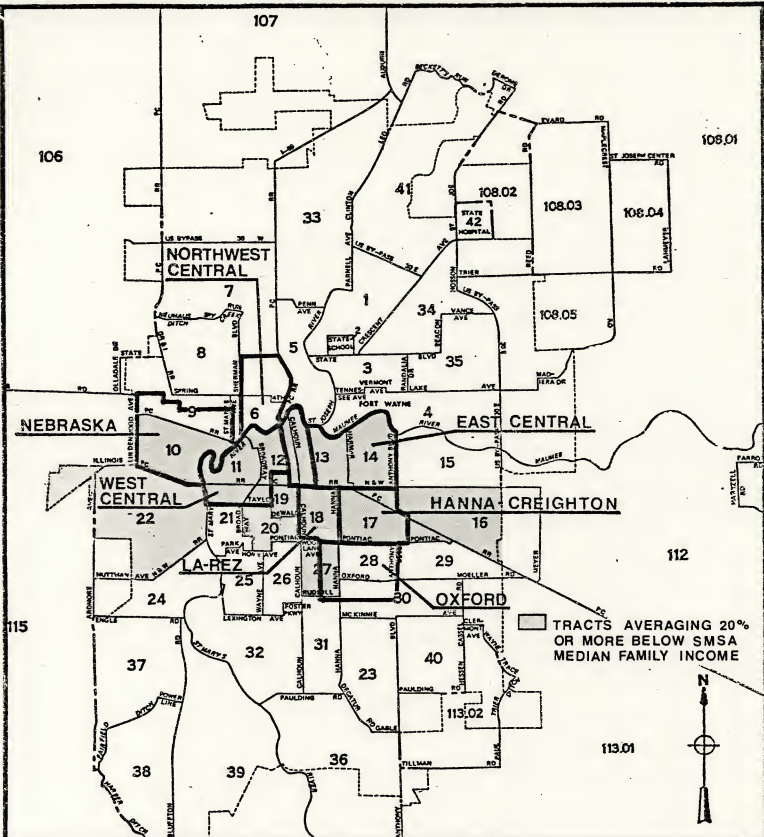




# **COMMUNITY DEVELOPMENT TARGET NEIGHBORHOODS**

**CITY OF FORT WAYNE  
DEPT. OF COMMUNITY DEVELOPMENT AND PLANNING**

Figure 1



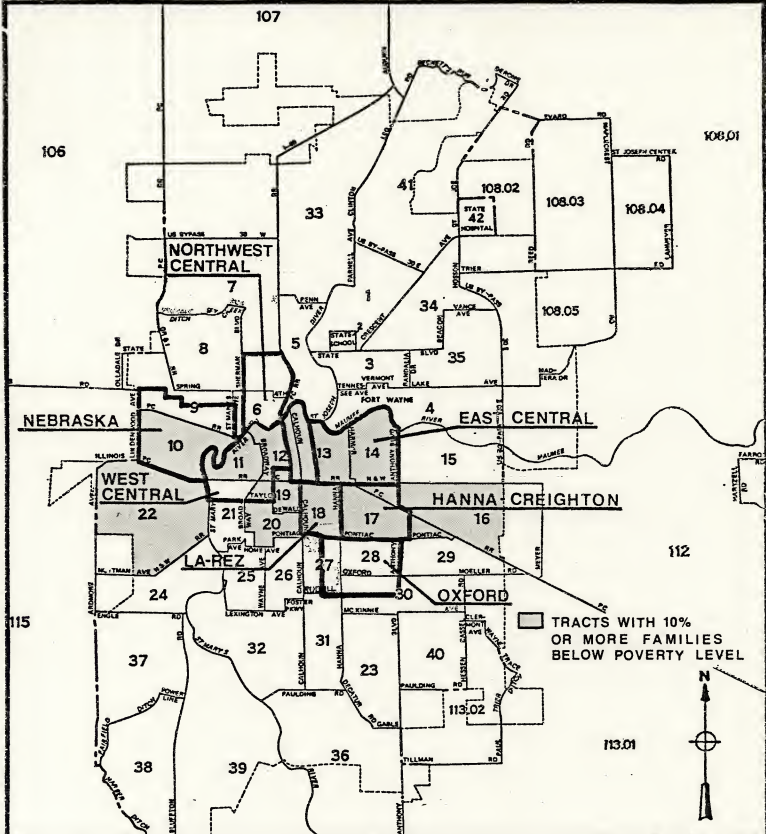
## CONCENTRATION OF LOWER-INCOME FAMILIES

SOURCE: 1970 CENSUS

CITY OF FORT WAYNE

DEPT. OF COMMUNITY DEVELOPMENT AND PLANNING





# CONCENTRATION OF POVERTY LEVEL FAMILIES

SOURCE: 1970 CENSUS

CITY OF FORT WAYNE

DEPT. OF COMMUNITY DEVELOPMENT AND PLANNING

Figure 3





## THE CITY OF FORT WAYNE

COMMUNITY DEVELOPMENT & PLANNING, rm. 800  
CITY-COUNTY BUILDING • ONE MAIN STREET • FORT WAYNE, INDIANA 46802

February 14, 1978

Common Council of the City of Fort Wayne  
City-County Building  
One Main Street  
Fort Wayne, IN 46802

Dear Council Members:

In an attempt to provide the Common Council with a quick reference tool in its review of the City's fourth year Community Development (C.D.) application, I have asked the staff to prepare the following summary of the application draft. It is a synopsis of the essential points in the application, section-by-section, and we hope the Council members will find it useful in attempting to decipher the jargon and redundancy which is characteristic of applications for federal funding.

Before reading through the application and summary, and before formulating your questions about the contents of the documents and activities which are proposed, it might be of some value to you if I briefly discussed the relationship of the City's Block Grant plans and activities to other issues frequently coming before you. As well, it might be helpful for you to have some general idea of the status of laws and regulations which apply to the C.D. Block Grant and activities.

First, it is important to place the C.D. Grant in a perspective with the other resources the City has at its disposal. More and more, as the Department, Plan Commission, Mayor and Council become involved in discussions related to the development of a Comprehensive Plan for the City, I believe that all will realize that the C.D. Block Grant is only one of many tools or resources the City has at its disposal which address the revitalization and development issues which confront the City on a daily basis. Perhaps some will find that the C.D. Grant is not even a major resource when considering the total public-private investment which must be made in order to influence the revitalization, growth and development of Fort Wayne. Perhaps most will also find that it is of utmost importance that all these tools and resources at the disposal of the City, including the C.D. Grant, be coordinated to address long and short range priorities the City establishes for itself.

The work the Plan Commission and Department accomplish this year toward developing a Comprehensive Plan for the City will begin, and only begin, to address how these tools and resources influence one another. As



well, the Comprehensive Plan will begin to discuss how these tools work toward addressing more general urban priorities. To this end, a Comprehensive Plan for the City will be invaluable to decision-makers in reviewing the contents of future C.D. Grant applications and place the activities proposed in perspective with general priorities of the City.

Second, in 1977, Congress approved a new Housing and Community Development Act providing an additional authorization for continuing the Community Development Block Grant Program nationally for three years. Following the passage of the new law, the Department of Housing and Urban Development published new "proposed regulations" which, once finalized by HUD, are to govern the Community Development Program. As of this writing, and throughout the planning for Fort Wayne's fourth year C.D. entitlement grant, HUD has not been able to finalize the proposed C.D. regulations. As a result, Fort Wayne, as in the case of many other cities, has had to plan and prepare its application utilizing the regulations which have been "proposed" rather than "finalized."

Consequently, we continue to be uncertain as to the eligibility of the downtown project included in the application and the data which HUD will require the City to submit concerning the proposed project in the downtown area. Once the final regulations are published by HUD, we will need to clarify the eligibility status of the downtown activity. However, all other activities proposed in the fourth year application are eligible both under regulations which previously governed the C.D. Program as well as those which HUD has proposed.

One final comment should be made. The Community Development Subcommittee of the Mayor's Voluntary Participation Committee has expended many hours in planning for C.D. activities. As well, the neighborhood planning committees in the various target neighborhoods have consistently been diligent in their efforts to plan for projects in their respective areas. Without such efforts, this application would have been impossible to assemble. Although the Department has a great deal of additional work ahead in the areas of planning and project implementation, I am certain that the dedication of these groups will not waver.

Sincerely,



R. Steven Hill, Director  
Community Development and Planning

RSH:cc

Attachment

SUMMARY OF  
COMMUNITY DEVELOPMENT STRATEGY

The preparation of a Community Development "strategy" or plan in a report-type format is a proposed new requirement in the block grant program since the new Housing and Community Development Act was passed last year. Although cities have been required previously to summarize their strategies in the application forms, the great majority of cities (including Fort Wayne) have only prepared the required summaries, with no one source from which they were drawn. Therefore, the Department of Community Development and Planning this year began to prepare such a document in anticipation of the final regulations making the plan mandatory. Within the last two weeks, HUD has informed the City that due to the delay in making the proposed regulations final, cities will not be required to submit one with their applications this year.

However, the staff felt that it would be advantageous to complete its work and make it possible for the City to submit a Community Development Strategy preliminary to any requirement for one. In this way, Fort Wayne would have a head start on other cities in preparing a plan with the required format and content. The City will have an entire year to further refine the strategy into a more useful and significant guide for the program, rather than merely a required amount of paper-work. Early submission would also give the City the benefit of an early HUD review and advice from them on how it can be strengthened. Finally, there is a legitimate need to take more of a planning-oriented approach to the program over a longer time period than simply the current budget year. Thus, yearly programs can be devised to tie together more effectively in accomplishing longer range revitalization aims.

The strategy which is described in the Community Development Plan, for this year's purposes, primarily deals with the documentation of the City's rationale for carrying out activities under the program in the way it is presently done or proposed to be done. It also suggests that a few new activities, efforts and planning initiatives be worked into the program at some point in the future. Before describing the major policy thrusts the program is taking or should take, it must be emphasized that this strategy and the undertakings proposed in it are not a one-year program description but rather a suggestion of longer-term directions.

Neighborhood rehabilitation. The major thrust that the CD program has taken and should continue to take for the foreseeable future is the revitalization and rehabilitation of central city neighborhoods. Certain neighborhoods in the central core need extensive rehabilitation and possibly some spot clearance and redevelopment over a longer period of time. Other central city neighborhoods have deteriorated, but may contain strong resources (such as a major stable area, unique architecture, historical significance or other features) which can be emphasized and extended into weaker areas. Finally, other areas are in the midst of social or economic transition and rehabilitation efforts are needed to counteract disinvestment and lack of confidence in the area, for the benefit of both old and new residents. All neighborhood rehabilitation activities should include a comprehensive package of capital and public improvements, housing improvements (rehabilitation financial assistance, code enforcement, spot

demolition and relocation and homeowner assistance), environmental improvements and improvement of land use patterns, when warranted.

Neighborhood preservation. Although not undertaken previously, some neighborhood preservation activities are proposed beginning this year. Activities would be aimed at neighborhoods in the central city which have rehabilitation needs but cannot be "targeted" for the comprehensive improvements described earlier because funding and resources are too limited before needed activities are completed in those target areas. Thus, preservation activities would merely attempt to stop deterioration from spreading any more than it has by addressing the worst cases of structural and environmental blight. Also, while more substantial funding is being waited for, a neighborhood plan would be prepared with the neighborhood residents in order to formulate the specific strategy and priorities for improvement when adequate funding is available. Also, isolated cases of blight or deterioration in stable neighborhoods outside the central city should be treated so that these do not begin a neighborhood-wide cycle of deterioration.

Special redevelopment projects. The proposed strategy asserts that there are certain needs which are not residually-oriented that must be addressed if the central city as a whole is to be made viable and healthy. One of these needs is neighborhood commercial revitalization, which encompasses activities to rejuvenate and, in cases, redevelop commercial facilities to serve central city neighborhoods. Activities may range from arranging business and structural improvement loans to capital improvements and public facilities construction. The other major need is to assist in downtown revitalization activities. Since no one source of funding can be depended on for all the public sector improvements necessary to implement the downtown plan, a variety of resources and tools must be tapped. CD funds are recommended for limited usage in tandem with other federal, State or local funding sources as well as other tools such as tax abatement or tax increment financing. Leveraging of private commitment is essential, however, to meet the financial requirements of desired improvements and this should be a prime concern.

Neighborhood and city-wide planning. In order to better devise strategies for community development, and for that matter, the development of the entire City, a number of planning initiatives are needed. One priority is the preparation of comprehensive neighborhood plans, initially for each target neighborhood, but eventually for all City neighborhoods. City-wide planning or "program-year only" planning in each neighborhood simply will not address the needs of neighborhoods in the coordinated fashion needed to maximize the effect of limited City resources. Neighborhood plans prepared jointly with residents and addressing land use, public improvements and services, housing and economic development issues will greatly improve the decision-making process not only with CD funds but other public and private efforts as well. Another proposed initiative is the preparation of a neighborhood analysis for the City, designed to identify areas with similar characteristics, define neighborhood planning boundaries, briefly describe conditions or issues in each sub-area and suggest future neighborhood planning and improvement priorities. Finally, work on the City's Comprehensive Plan should help in further defining the role that various tools to the City (including Community Development) can play in striving toward a more balanced overall pattern of growth in the future.

SUMMARY OF  
HOUSING STRATEGY

A general housing strategy is also required as part of the Community Development Plan. Rather than include it as part of the previous section (which includes housing in its more comprehensive approach), it is summarized here separately. Again, this is only a first effort to identify some concerns and recommended directions related to subsidized housing and will be refined as planning efforts progress during the next year. Certain goals in the Housing Assistance Plan are based on this strategy.

Rehabilitation/new construction in the central city. Housing improvements dealing with rehabilitation of existing dwellings and construction of new units should be emphasized in central city neighborhoods for two reasons. First, these areas have the greatest need for housing quality improvement and improvement of the housing stock conforms with the overall Community Development strategy of focusing activities and resources in these areas. Secondly, as these neighborhoods improve, low and moderate income families present there may feel the pressure of rising economic values. Therefore, there is a need to increase the housing stock available to and affordable by them should they desire to remain in the neighborhood. Rehabilitation assistance could be in the form of direct low-interest rehabilitation loans, subsidized interest rates on private market loans, direct rehabilitation, homesteading and Section 8 lease subsidies. New construction assistance could take the form of public housing, publicly-sponsored housing, non-profit sponsored housing and developer-sponsored housing.

Encourage new construction of family units outside the central city. Family and large family housing assistance for low and moderate income households is needed outside the central city in order to increase housing opportunities in areas of the City from which they have traditionally been isolated. This is in conformance with federal housing policies which HUD is giving increasing attention to in evaluating the HUD-funded activities of cities. Also, such a strategy will help alleviate the severe "impacting" of concentrated lower income residents which occurs primarily in the central city, contributing to its lack of economic viability.

Allow for use of existing standard quality housing for lower income residents throughout the City. The primary vehicle for accomplishing this is use of the Section 8 leased housing subsidies for individual units. This program allows a landlord to receive a fair market rent, which will provide for adequate maintenance, while at the same time guaranteeing that an eligible lower income tenant will not have to pay more than 25% of his or her income for rent. Obviously, more housing opportunities and less "impacting" should result.

Provide needed housing for the handicapped. The existing low-moderate income housing stock does not adequately provide for handicapped people, as evidenced by the recent pleas of handicapped groups for assistance. Suitable housing for such people should be adapted from the existing stock or constructed. The proposed Housing Assistance Plan provides in its goals section for this type of housing and the Fort Wayne Housing Authority is getting prepared to pursue the matter further.

Provide for housing in the downtown area. One need which has been voiced concerning downtown revitalization is the need to encourage more activity in and use of the CBD on a 24-hour basis. There are also a number of structures in the CBD presently not being used which could be rehabilitated for use as housing. Therefore, housing resources and incentives available to the City such as the Section 8 set-asides for special strategy areas are recommended for future use in the downtown area.

#### FOURTH YEAR APPLICATION SUMMARY

The City of Fort Wayne's Fourth Year Community Development Block Grant application process was a concerted effort of the Community Development target neighborhoods, the Community Development Subcommittee of the Mayor's Voluntary Participation Committee (MVPC), and the staff of Community Development and Planning. The staff (CD & P) analyzed and evaluated needs and goals and developed a Community Development Block Grant application.

October 31 through November 17, 1977, the target neighborhoods and the staff of CD & P met in a series of 50 meetings and work sessions to review neighborhood needs and objectives. The approach was to seek the maximum participation of the neighborhood residents in preparing neighborhood improvement plans. Each neighborhood plan is the strategy by which physical, social and economic development will be undertaken in the neighborhood next year by using CDBG funds, local and other federal funds.

Upon completion of the neighborhood plans, each neighborhood made its proposal and the Community Development Subcommittee, whose membership is representative of the City and the target neighborhoods, initiated its review. The Community Development Committee conducted two public hearings, the first hearing was held in two sessions. The first session was November 14, 1977 at Saint John Baptist Church, and the second session was held November 17, 1977 at Washington Elementary School. The second hearing was held February 9, 1978 in the City Council Chambers, which was the culmination of many hours of analysis, review and suggestions from the Committee, CD & P staff, and the Mayor prior to submission of the CDBG application to City Council.

In the review process of the CD Committee, the Committee participated in a nominal group exercise where they examined the needs of the City of Fort Wayne. This exercise was conducted to provide a framework through which the Committee assessed the needs and goals of the CD Program. There were fifteen items (see attachment 1) identified as needs of neighborhoods that could be addressed by CDBG and other funds. In the remainder of the 10 Community Development Committee meetings, the Committee reviewed past programs utilizing mapping analysis presentation by the CD & P staff of capital improvements projects in the first three years of the CD Program.

Also, the Committee reviewed the status of Housing Programs with the Neighborhood Care staff, the Redevelopment Commission's request for Downtown and the Rainbow Terrace tenant education plan, because the Committee felt those items required additional information.

Finally, the most difficult task of the Community Development Committee was developing a budget. This required the Committee to reduce the requested funding from \$3,143,830 to \$2,581,000. The Committee approved the program proposal and budget and made their recommendations to the full MVPC. On January 23, the full MVPC adopted the Fourth Year CD Program and forwarded it to City Council for action.

ATTACHMENT NO. 1

CENTRAL CITY PROBLEMS APPROACHED WITH CDBG REVITALIZATION TOOLS

CENTRAL CITY  
PROBLEM

1. Inadequate street lighting
2. Substandard Housing
3. Deteriorated sidewalks
4. Lack of code enforcement
5. Absentee landlords
6. Alley deterioration
7. Street deterioration
8. Traffic interferes with residences
9. Vacant and unsalvagable buildings
10. Massage Parlors
11. Lack of Pride
12. Crime
13. Property Tax Structure hurts  
Central City
14. Lack of Community Education
15. Inappropriate zoning

PROPOSED  
FOURTH YEAR CDBG PROGRAM BUDGET  
July 1, 1978 to June 30, 1979

	<u>CD Funds</u>	<u>% Of Original Request</u>	<u>Other Sources</u>
<u>Neighborhood Rehabilitation</u> (target Neighborhoods)			
- Capital improvements (7 neighborhoods at \$96,983 ea.)	\$ 678,881	97%	
- Housing Improvements			
Code enforcement	\$ 5,025	78%	
Rehabilitation loans and grants	\$ 660,000	82.5%	100,000 (prog. income)
Clearance, demolition, direct rehabilitation	\$ 58,500	78%	
Relocation	\$ 78,000	78%	
Paint Program	\$ 17,000	100%	CETA
- Property Acquisition	\$ 58,500	78%	
- Neighborhood Environmental Action (clean-up program)	\$ 31,200	78%	CETA
Subtotal - Neighborhood Rehabilitation	\$ 1,587,106		
<u>Neighborhood Commercial Revitalization</u>			
- Broadway capital improvements (Construction of parking lot for the neighborhood center and commercial district.)	\$ 28,000	30%	
<u>Spot Housing Rehabilitation</u> (outside target neighborhoods)			
	\$ 58,500	78%	
<u>Fair Housing Monitoring and Assistance</u>	\$ 18,200	100%	CETA
<u>Downtown Semi-Mall Improvements</u>			
(Documentation should be prepared to indicate blight and disinvestment as well as expected impact in terms of private investment, tax base and employment of low-moderate income people. Other sources of funding are necessary to complement this allocation.)			
	\$ 200,000	22%	UDAG, EDA tax incentives revenue sharing



	<u>CD Funds</u>	<u>% Of Original Request</u>	<u>Other Sources</u>
<u>Planning and Management Development</u>			
- Neighborhood plans for central city neighborhoods			
- Preparation of neighborhood or sub-area analysis for the City			
- Community Development program planning	\$ 96,421	90%	13,245 (Civil City)
<u>Program Administration</u>			
- Administrative salaries	\$ 41,537	84%	
- Neighborhood Care salaries	\$ 304,768	93%	22,004 (Counseling Grant)
- Engineering Salary (exclusively for work on neighborhood capital improvements)	\$ 17,214	N/A	
- Overhead	\$ 135,633	N/A	5,649 (above sources)
Subtotal - Program Administration	\$ 499,152		
<u>Contingencies</u>			
- Capital improvements			
- Code enforcement			
- Relocation			
- Clean-up program			
- Fair Housing			
- Match for EDA grant (\$15,000)			
- Salaries			
- Overhead	\$ 93,621	N/A	
GRAND TOTAL	<u>\$ 2,581,000</u>		<u>\$ 190,898</u>

## DESCRIPTION OF PROPOSED ACTIVITIES

### Neighborhood Rehabilitation (target neighborhoods)

Capital improvements. Recommend continued installation or construction of curbs, sidewalks, street lighting, special design projects and other appropriate public improvements in concentrated impact areas located within each target neighborhood. Capital improvements in impact areas would be intended to improve visual conditions and safety, encourage investment in housing improvements, build on strong neighborhood resources and increase confidence in neighborhood viability.

Housing improvements. Housing code inspections and enforcement would be targeted within a rehabilitation area to assist and encourage housing improvements by both owner-occupants and landlords. Direct low-interest rehabilitation loans or grants would be made to homeowners within the target areas who desired financial assistance in making needed improvements. Direct rehabilitation would be used on structures which are acquired because they are vacant or no other feasible improvement alternative exists for occupied structures. Houses which are dilapidated beyond feasible repair will be demolished, through use of housing code enforcement. Relocation assistance would be provided to those whose property is acquired for extensive rehabilitation or demolition. A special program to paint free of charge the exteriors of homes of those financially or physically unable to do so would be continued, using block grant funding for paint and materials and CETA labor.

Property Acquisition. Funding would be used to acquire properties for re-use as neighborhood facilities, for direct rehabilitation and for urban homesteading (which allows lower income households to acquire their own homes at minimal cost on the agreement that they live in them and restore them to good condition).

Neighborhood Environmental Action. Formerly called the "clean-up program", this activity concentrates on ridding target neighborhoods of long-standing trashy conditions, abandoned demolition materials, overgrown vacant properties and performing other visual beautification projects. Teams of CETA-paid youth are used in each target neighborhood for this program during the summer months.

### Neighborhood Commercial Revitalization

Broadway capital improvements. Construct a parking lot on the NDP site in West Central which will help in capitalizing the neighborhood center to be built there as well as tie in with future housing and commercial revitalization projects. Originally, \$80,000 in CDBG funds were requested for capital improvements along the Broadway commercial district, with assistance from the Redevelopment Commission in funding the parking lot; however, CD resource constraints prevent funding the larger amount at this time, and it is very important to fully capitalize the neighborhood center in the immediate future.

### Spot Housing Rehabilitation (outside target neighborhoods)

This activity would provide for low-interest housing rehabilitation loans to homeowners with critical defects of an emergency nature. Although

the financial assistance would only be triggered by an emergency situation, it is particularly important that it be available in order to arrest the isolated occurrences of blight which easily spread to larger portions of neighborhoods outside the target areas. Assistance would include, if the owner desired, improvements beyond the defects which made it an emergency situation (i.e. major roof, heating system, electrical wiring, plumbing or other critical structure problems).

#### Fair Housing Monitoring and Assistance

Activity in this area is not only desirable from a housing opportunity, housing marketing and neighborhood stability viewpoint, it is also a requirement of the CDBG program in that the City must certify to HUD that it is actively promoting and upholding fair housing practices in the area. Program activities in this area are recommended for handling by the Human Relations Commission because they are already doing similar types of work; they receive many inquiries and referrals regarding fair housing practices and they are closely aligned with city government structure. Activities would include monitoring of housing practices, investigations of complaints, counseling of potential victims of questionable practices and the taking of legal recourse, if warranted.

#### Downtown Semi-Mall Improvements

CDBG funding would be used with other monies for construction of the semi-mall along Wayne and Calhoun Streets. This project is an integral part of the overall downtown revitalization plan which was adopted last year. The citizens committee and staff felt that some funding was needed to help finance downtown improvements but that the original \$900,000 request would be both an excessive amount to fund and probably ineligible. The proposed CD regulations limit projects that do not primarily benefit low and moderate income households to 25% of the grant amount. Upon close evaluation of the regulations, the staff feels that downtown activities would have to be classified as an exception. An amount smaller than the 25% figure for downtown has to be considered because certain housing improvements made within target neighborhoods that assist households of higher than moderate incomes may also have to be included in the exceptions category. Additionally, it is possible that HUD will find it difficult to allow any downtown activities without a detailed documentation of benefit to the overall tax base, employment level and low-moderate income households. Finally, it is doubtful that a significant increase could be made in the proposed CDBG funding for downtown without diluting the effectiveness of neighborhood rehabilitation programs that have a previous CDBG investment.

#### Planning and Management Development

Neighborhood planning. A major effort within the Current Planning Division to institute and coordinate a comprehensive planning process on the neighborhood level, starting with the central city neighborhoods. Using a staff team approach, City staff and neighborhood residents will, in each neighborhood, examine present conditions and trends, identify problems and desired goals for future improvements and develop a comprehensive neighborhood plan to be printed, distributed and presented to the City Plan Commission and City Council. Eight neighborhood plans should be completed during the program year.

Neighborhood analysis. Prior to conducting neighborhood planning activities in any non-target neighborhoods, a City-wide neighborhood analysis should be prepared. This document would analyze characteristics of various portions of the City, divide the City into neighborhoods or sub-areas and indicate the major trends, problems and strengths present in each area. The analysis would then be used to set future neighborhood planning priorities and developing future Community Development strategies or programs.

Community Development planning. This activity involves the preparation of the Community Development Plan which is submitted to HUD, the CDBG application, the Housing Assistance Plan, working with neighborhoods to do the detailed planning of improvements and working with other citizens groups.

#### Program Administration

Administrative. This involves general administration of program activities, record keeping, accounting, general supervision of the construction process, program monitoring and evaluation.

Neighborhood Care. Funding in this subcategory pays for staff salaries in operating Neighborhood Care, Inc. Normally, this would be a cost directly associated with housing improvement activities; however, HUD accounting procedures require this item to appear in administration. An increase in staff is included to accelerate the processing of rehabilitation loan applications and therefore program implementation.

Engineering. A separately funded engineering position is recommended in order to speed the rate at which capital improvements are implemented. Also, this will save the program money, since previous engineering services were charged based on a 17% of construction cost rate.

Overhead. This item includes costs the City must pay for Social Security, PERF, insurance, unemployment compensation and materials.

#### Contingencies

Aside from matching funds which must be allocated in order to receive the City's economic planning grant, all items in this category represent possible cost overruns that could result from the above budgeted projects or activities.

EXPLANATION OF ACTIVITIES NOT  
SELECTED FOR FUNDING

Ineligible Suggested Activities

Social Services. Proposed social service activities were determined from CD regulations to be ineligible for three reasons. First, sponsors could not show that other Federal assistance had been applied for and denied. Secondly, some activities did not meet HUD regulations pertaining to service population. Additionally, all service activities must be shown as necessary in order to assure success of physical development activities. The lack of appropriate documentation of being denied funds was true of a request for social service program funding from the Martin Luther King Center, a request for direct housing services from the Urban League, the Nebraska Neighborhood Association's proposal for a home maintenance program, and a proposal by Cooperative Action, Inc.-Rainbow Terrace for a cooperative housing education program. Additionally, it was decided that the Cooperative Action, Inc.-Rainbow Terrace program was ineligible because the population served would be restricted to a resident of a geographically limited portion of the Comprehensive Neighborhood Revitalization area. If proper documentation is submitted in the future, the above items can be reconsidered for funding.

Eligible Suggested Activities

Social Services. Eligible social service activities were not independently funded if it was determined that local government agencies could provide the service by extending or otherwise expanding their programs. This was the case with a Fair Housing Service proposal from the Urban League and the Home Maintenance Program suggested by the Nebraska Neighborhood. Therefore, support for Fair Housing Monitoring by the Metropolitan Human Relations Commission and for expanding Neighborhood Care, Inc.'s housing counseling in the area of home maintenance are both in the CD Program.

Target Neighborhood Designation For Additional Neighborhoods. Neighborhoods that have not been in the CD Program before and requested funding as comprehensive neighborhood revitalization areas (such as Hoagland-Masterson), were not included in the program for two reasons. First, effective program implementation requires that comprehensive neighborhood plans with an improvement strategy be prepared to determine needs so that appropriate resources and programs can be made available. Otherwise, ineffective and inappropriate actions can be taken and resources can be wasted. Instead of full funding, CD & P will prepare a comprehensive neighborhood plan for those neighborhoods jointly with the residents. Depending on the outcome of the planning process, full program funding can be considered in a future year to assist in implementing portions of the neighborhood plan. Secondly, the CDBG Entitlement is not sufficient to meet the already identified needs in existing target neighborhoods. To add other areas at this time would seriously weaken the program elsewhere and jeopardize the investment and progress already made.

Commercial Revitalization. Two eligible projects for neighborhood commercial revitalization were not funded. The formation of a local development corporation is part of the Fort Wayne CD Plan but is not ready for funding at this time. The organizational and legal frameworks of the corporation are not worked out or in place yet. Given this fact, it was decided that with all the other priorities and limited CDBG resources, the LDC would not be funded now. However, future funding is still possible. Proposed capital improvements for the Broadway commercial area were not included for the same essential reason, the limited resources available to other projects and programs of a higher priority.

Admn. Appr. \_\_\_\_\_

DIGEST SHEET

9-78-02-05

TITLE OF ORDINANCE Resolution for Council adoption of CDBG application

DEPARTMENT REQUESTING ORDINANCE Community Development and Planning

SYNOPSIS OF ORDINANCE Council adoption of CDBG application

(See attached copy of draft resolution)

EFFECT OF PASSAGE Able to pass  
Resolution for Council adoption of CDBG application

EFFECT OF NON-PASSAGE Unable to pass Resolution for Council adoption of CDBG  
application

MONEY INVOLVED (DIRECT COSTS, EXPENDITURES, SAVINGS) none

ASSIGNED TO COMMITTEE (PRESIDENT) \_\_\_\_\_

*Am...*